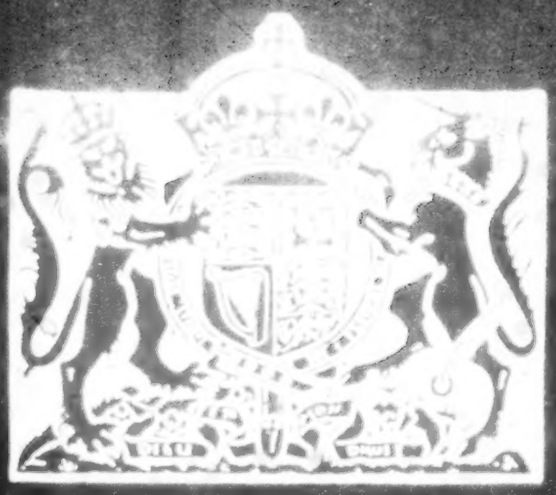

FEDERATION OF NIGERIA

THE ECONOMIC PROGRAMME OF THE GOVERNMENT OF THE FEDERATION OF NIGERIA 1955-60

Sessional Paper No. 2 of 1956

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The Economic Programme, 1955-60

INTRODUCTION

1. When the new Constitution was introduced in October 1954, it was immediately apparent that so far as concerned the Federal Government's sphere of responsibility the Revised Plan of Development and Welfare 1951-56* was virtually complete. On the other hand it was equally clear that it was impossible to embark upon the preparation of a comprehensive plan of development until a number of uncertainties had been resolved. For example, time was required to examine fully the financial effects of the new Constitution so as to assess what funds would be required to meet the responsibilities allotted to the newly-formed Federal Government and thus what resources would be available for further development; time was also required to study the recommendations of the International Bank Mission, which in October 1954, had only just been received. Further, although tentative proposals for development had been forwarded to the Secretary of State as a basis for legislation to extend the Colonial Development and Welfare Acts to 1960, until this legislation was passed early in 1955 it was not known how much assistance would be available from this source towards the Federal Government's development programme.

2. The Government, however, felt that it was in the highest degree undesirable to allow the impetus of economic development to slacken as it would if no new schemes were initiated during the year 1955-56, while the preparation of a comprehensive plan of development was in progress. The approval of the Legislature was therefore sought for an interim plan incorporating all those projects which were clearly in harmony with the recommendations of the International Bank, and for which planning was sufficiently far advanced to enable them to start during 1955-56. This plan was introduced and approved by the House of Representatives at the Budget Meeting of 1955 under the title of "Development Finance 1955-56" (perhaps more conveniently known as the "Interim Development Plan"), and hypothecated a sum of nearly £19¾ million (exclusive of railway funds) on projects to be started during 1955-56; many of these will not be completed for some years and consequently 1955-56 has largely been a year of preparation and planning, without very heavy expenditure.

3. In the preparation of the Economic Programme the Council of Ministers has adopted the procedure recommended by the International Bank Mission (page 48), setting up an Economic Committee whose primary duty has been to examine the requirements of all the departments of the Federal Government, and of the statutory organisations which look to it for finance, leading up to the submission of recommendations to the Council of Ministers which form the basis of this paper.

THE SCOPE OF THE PROGRAMME

4. Past development plans have tended to restrict themselves to those departments of Government concerned either with social services or with projects of direct economic significance. Nevertheless, it is impossible to draw up a programme for these "development" services without at the same time taking into account in one way or another the demands of services whose economic significance is less obvious, *e.g.* security, defence and administration; the International Bank Mission's Report probably constitutes the first attempt at a plan for Nigeria sufficiently broad to review not only all the services of Government, but also to take into account all the resources which are likely to be available. The programme which is now brought before the House owes much to the stimulus of this admirable report and is intended to be equally complete. For this reason, as well as to avoid confusion with past programmes, it has been decided to call it the Economic Programme.

5. Since it is clear that most of the projects in the Interim Development Plan will not be completed for some time the convenience of incorporating this plan in the Economic Programme is obvious; the Programme therefore covers the five years 1955-56 to 1959-60.

* Sessional Paper No. 6 of 1951.

6. In drawing up plans for economic development the Federal Government has to work both within the limits of the responsibilities conferred upon it by the 1954 Constitution* and within the practical limitations imposed by the resources available and the need for flexibility which past experience has shown to be so important an ingredient of effective planning.

7. Broadly speaking, the Constitutional division of responsibilities translated into terms of economic planning involves the Federal Government in maintaining a reasonable balance between the following major needs :—

(*a*) the provision of a country-wide system of communications which will give the fullest scope to the Regional Governments' plans for economic development ; communications in this context include roads, postal services and telecommunications, ports and inland waterways, railways, and civil aviation ;

(*b*) the provision of adequate funds for the two spheres of higher education and fundamental research which are inter-dependent, and essential both to economic progress and to that increased Nigerian participation in development and administration which the approach of self-government demands ;

(*c*) the provision of social services for the Federal territory of Lagos which shall be in no way behind the best to be found elsewhere in Nigeria and worthy of its capital ;

(*d*) the provision of such public services and utilities in Lagos as will enable it to fulfil its role in the economy of Nigeria of providing as smooth and efficient a channel as possible for handling the preponderance of Nigeria's trade with the rest of the world ; †

(*e*) the provision of adequate machinery for safeguarding Nigeria's security and revenues ;

(*f*) the provision of loan finance for statutory corporations.

The foregoing constitute the heaviest calls on the Federal Government's financial resources but the list is not exhaustive and excludes items which are important but less costly.

8. The Federal Government has striven to frame the Economic Programme in such a way as to carry out as faithfully as possible these fundamental duties while not neglecting its other charges. It is hoped to achieve this object :—

(*a*) by devoting 56 per cent of the capital expenditure proposed in the Programme to the development of communications in the widest sense of the term ; ‡

(*b*) by providing funds for the further expansion of University College, Ibadan, and the Nigerian College of Arts, Science and Technology, and for completing the University College Teaching Hospital at Ibadan ; together with funds for fundamental research by Government departments into industry, agriculture, forestry, fisheries, and veterinary science ;

(*c*) by planning for the introduction of free universal primary education in Lagos by 1957 together with a proportionate expansion of secondary education and by providing for improvements to the health of Lagos both by prevention, through improved housing, slum clearance and other forms of town planning, and by curative measures in substantially enlarged hospital accommodation.

(*d*) by increasing the efficiency of Lagos as Nigeria's major port and commercial centre through improvements to its roads, its postal and telecommunications both with the rest of Nigeria and the outside world, and to its port and electric power facilities and, less directly, but no less fundamentally, by improving its social services on the lines indicated in the previous paragraph ;

(*e*) by providing for improvements in the defence, police, prisons and customs services.

(*f*) by providing for loans to statutory corporations ; the importance of electric power for all services has not been overlooked, capital being provided which it is hoped will ensure that the Electricity Corporation is able to meet the growth in demand in all its undertakings.

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* *Vide* Appendix I, Exclusive and Concurrent Legislative Lists.

† In 1954, 44.8 per cent of total exports and 69.2 per cent of total imports in terms of tonnage passed through Lagos.

‡ If capital expenditure from Railway Corporation funds is taken into account the percentage devoted to communications rises to 60.5.

FINANCING THE PROGRAMME

9. The recurrent and capital costs of the Economic Programme present two different problems. The former is dealt with below and the latter in the subsequent section dealing with the Development Fund.

10. The division between Recurrent Revenue and Expenditure and Non-Recurrent Revenue and Expenditure is explained fully in paragraphs 4 to 10 of the Memorandum to the 1956-57 Estimates. Here it will suffice to say that Recurrent Revenue is the hard core of Government revenue which can be relied on to recur year after year even if world prices for crops, on which the wealth of Nigeria so largely depends, fall substantially below their present level. Non-Recurrent Revenue is the additional revenue which accrues while world prices for crops remain above the minimum level to which they might, within reason, fall, together with periodic payments of various sorts which cannot be relied on to recur. Similarly, Recurrent Expenditure constitutes Government's annual commitments to meet the cost of established services, at whatever level they have been brought to, and other annual charges. Non-Recurrent Expenditure is expenditure of a capital nature which can be reduced to what can be afforded with comparative ease. Capital Expenditure will never be nil and this fact has to be taken into account in calculating the amount of Recurrent Revenue which can be relied on to be available to meet Recurrent Expenditure.

11. It is important that Recurrent Expenditure is not allowed to expand to a level where it could not be met from the Recurrent Revenue available after allowing for a minimum capital programme. In framing the Economic Programme it was necessary to take into account in calculating the Recurrent Expenditure commitments which would be involved, the following :—

(*a*) the cost of maintaining all existing services, including the inevitable increases of expenditure required to fill the minor gaps which experience always discloses in these services, and to provide for the filling of vacancies and for increments ;

(*b*) the effects of recent wage and salary increases on the cost of existing services ;

(*c*) the ultimate recurrent costs of such large uncompleted projects as the Nigerian College of Arts, Science and Technology and University College Teaching Hospital at Ibadan, the annual subventions to which are bound to be substantially higher than those in the current year's estimates ;

(*d*) Loan Charges.—As is explained below the implementation of the capital side of the Economic Programme will involve borrowing from various sources approximately £50 million. The raising of loans on this scale will involve annually recurrent expenditure first in interest charges, and secondly on sinking fund payments or repayments of the loans. The total of these annual commitments will depend firstly on the rate of interest payable on the loans, and secondly on the repayment terms acceptable to the lenders. The latter might vary between 1 per cent of the loan being paid into a sinking fund each year to the whole loan being repaid by equated annuities over say 20 years. At current interest rates the total annual cost might vary between £3¼ million and £4 million ;

(*e*) the other recurrent cost of planned development under the Programme, *e.g.* additional staff, etc.

12. It is estimated that the result of these additional costs will be to increase Recurrent Expenditure from £22¼ million approved in the 1955-56 Estimates before they were amended by the White Paper on the Reorganisation of the Posts and Telegraphs Department, to £37¼ million or £38 million (according to the annual loan charges) in 1959-60. It is also estimated that the Recurrent Revenue available to meet Recurrent Expenditure will have increased through the natural development of Nigeria's resources, *i.e.*, without additional taxation or increased charges for Government services, from nearly £29 million in 1956-57 to £35 million in 1959-60. It will be seen therefore that there would be a shortfall of £2¼ million to £3 million between the Recurrent Expenditure projected for 1959-60 and the Recurrent Revenue available to meet it, unless additional revenue measures were taken.

13. As is described in paragraphs 155-161 below, considerable sums have been earmarked to improve Posts and Telegraphs services. At present many of the charges made for these services are uneconomic and too low. As the improved services become available economic charges will be introduced and these together with the expansion of the services available to the public will lead to a considerable increase in the revenue earned by the Department. While this will help to reduce the gap between the Recurrent Revenue and Recurrent Expenditure projections for 1959-60, there will still remain a substantial shortfall and this will have to be met by additional taxation. Within limits there is scope for additional taxation measures, but only within limits. If too heavy a burden of taxation is laid on the country to finance an over-hasty development of Government services, foreign capital will be deterred from investment and the natural expansion of the economy will be retarded. The need to ensure that too heavy a burden is not laid on the country sets a limit on the pace at which additional expenditure and therefore development involving additional expenditure can be approved.

DEVELOPMENT FUND

14. All monies available to finance the capital side of the Economic Programme will be grouped together in a Development Fund set up by a resolution of the House of Representatives. The concentration of all these monies into one fund will make it easier to see how much it is hoped will be available and how it is intended to finance the capital side of the Economic Programme.

15. While the capital side of the Economic Programme will be entirely financed from the Development Fund, this Fund will have to meet certain commitments additional to those arising from the Economic Programme. In the first place it will have to finance the completion of capital projects which were initiated prior to the framing of the Interim Development Plan and which are not therefore included in the Economic Programme. Secondly, it will have to provide the accounting means of finally charging off to Expenditure certain expenditure already incurred under Appendices to the Annual Estimates on the authority of resolutions of the House of Representatives. This latter expenditure has so far been debited to Advances and the utilization of Government's cash resources which the expenditure has involved has not been reflected in a reduction of the General Revenue Balance of the Federal Government. The charging off to Expenditure of these sums, already disbursed as a charge to Advances, is merely an accounting transaction but it is a necessary process to enable the General Revenue Balance to reflect accurately the cash resources of the Federal Government as opposed to a mixture of cash resources and physical assets.

16. The cost of completing capital works in hand which are not included in the Economic Programme is estimated at £5.5 million. The sums to be written off to Expenditure, which have hitherto been charged to Advances, will, it is estimated, total on the 31st of March, 1956, £21.5 million.

17. The Development Fund will be fed from the following sources :—

	Total available for the Development Fund	*Total available to finance the Economic Programme (see paras. 18 and 19)*
	£m	£m
(1) General Revenue Balance and other Funds	40.3	13.3
(2) Contributions from Annual Revenue	23.0	23.0
(3) Internal Loans	21.3	21.3
(4) Colonial Development and Welfare Fund	4.15	4.15
(5) External Loans	30.0	30.0
TOTAL	£118.75 m	91.75 m

These sources of money are described in the following paragraphs.

18. *The General Revenue Balance and other Funds.*—(*i*) The General Revenue Balance is the accumulated annual surpluses of Revenue over "above-the-line" Expenditure, that is to say of Revenue over Expenditure charged to a Head of the Annual Estimates. It is estimated that at the 31st of March, 1956 the General Revenue Balance will stand at £33.5 million. Not all this balance is available for transfer to the Development Fund, £5 million being required as day-to-day working capital; £28.5 million therefore will be credited to the Development Fund. As is explained in paragraphs 15 and 16, however, the whole of this balance is not available to finance further expenditure. £21.5 million has already been spent in recent years on development under various Appendices to the Annual Estimates and this expenditure has not been reflected in a reduction of the General Revenue Balance owing to the fact that, with the authority of the House of Representatives, it was charged to Advances. The amount available to finance further expenditure therefore is :—

Estimated General Revenue Balance on the 31st of March, 1956 ..		£33.5m
Less Working Capital	£5m	
Less Amounts previously charged to Advances to be written off to Expenditure	£21.5m	
Total not available		£26.5m
Total available from General Revenue Balance to finance further expenditure		£7.0m

(*ii*) In addition it is estimated that on the 31st of March, 1956, the following sums, additional to the General Revenue Balance, will be available from accumulated Federal Government Funds :—

	£m
Loan Development Fund	6.9
Highways Capital Account	0.6
P.W.D. Renewals Fund/Marine Renewals Fund	2.0
	£9.5m.
Other Sources	2.3m.
Total Other Funds	£11.8m.

The works hitherto financed from the first two Funds will in future be defrayed from the Development Fund and the balances standing to their credit at the 31st of March, 1956, therefore, will be paid into the Development Fund. The *Public Works Department Renewals Fund** is no longer required, while an examination of the *Marine Renewals Fund* indicates that some £1.9 million of the total amount standing to its credit is surplus to requirements. Sums of £100,000 and £1.9 million therefore are available for transfer to the Development Fund. The figure of £2.3 million under *Other Sources* comprises sums which it is estimated will become available to the Federal Government at a later date from the Nigerian Railway Pension Reserve Fund and from the Custodian of Enemy Property.

19. Thus on the 31st of March, 1956, it is estimated that there will be available to finance further capital expenditure :—

	£m
General Revenue Balance	7.0
Other Funds	11.8
	£18.8m

* Exclusive of that part relating to the Lagos Water Supply.

As mentioned in paragraph 16, however, £5.5 million will be required to meet the cost of completing capital schemes initiated prior to the Interim Development Plan and not included in the Economic Programme. £13.3 million only, therefore, is available from the total of £18.8 million above, to finance the Economic Programme.

20. *Revenue.*—As is explained in detail in paragraphs 173-178 of the Memorandum to the 1956-57 Estimates, Non-Recurrent Revenue, together with £2.5 million representing the annual cost of a Minimum Capital Works Programme, will be paid into the Development Fund each year. The amounts payable will vary with the price received for Nigeria's agricultural exports. It is estimated that over the four years ending the 31st of March, 1960, the total sum payable should not be less than £23 million.

21. *Internal Loans.*—In more developed countries it is usual to float loans internally, and thus apply the savings both of individuals and corporate bodies to furthering economic development. Past experience with such public loans in Nigeria has not been marked with success, partly, perhaps, owing to the absence of markets in which the bonds which the Government issues guaranteeing repayment of its loans are readily saleable. It is hoped that the formation of a State Bank (*see* paragraphs 192-193 below) may partially contribute to the solution of this difficulty, and that it will be possible to obtain an important investment in Nigerian internal loans from the reserves of such bodies as the West African Currency Board, and the Public Corporations. It is intended to raise £10 million by internal loans in this way.

22. Prior to October 1954, the Commodity Marketing Boards had jointly undertaken to lend the then Central Government £14 million, and the Resumed Conference on the Nigerian Constitution agreed that this commitment should be accepted by the Regional Marketing Boards. Of this sum, £11.3 million is still available, and will be used to finance the Programme thus bringing the total of internal loans to £21.3 million.

23. *Colonial Development and Welfare Fund.*—This Fund was established by Her Majesty's Government in the United Kingdom to assist the development of colonial territories. The major part of the Fund is made available through territorial allocations to the various Governments, from which grants are made to specific projects on terms agreed between these Governments and the Secretary of State; these terms usually take the form of the authorised grant being made available by way of annual payments equalling a fixed proportion of the expenditure on each selected project. So far, arrangements have been made for the reimbursement in this way of £1.5 million of the road construction programme in the Interim Development Plan, together with the bituminous surfacing programme initiated from funds provided in Appendix P of the 1955-56 Estimates. Other similar Colonial Development and Welfare Schemes will, it is hoped, shortly be settled with the Secretary of State. As has been indicated assistance from this source will total approximately £4,150,000 during the period 1955-56 to 1959-60. (£3,750,000 allocated in 1955; £400,000 carried forward from former allocations).

24. There are, however, certain other forms of assistance from this source which are intended to support research programmes and institutions for Higher Education, though in the case of the latter the funds are administered by their statutory governing bodies, and consequently do not appear in Government accounts (for further details *see* below under "Higher Education"). No allocations have so far been made to the Federal Government for new schemes of research.

25. *External Loans.*—The most fruitful source of finance for economic development in the Commonwealth continues to be the London money market. The competition for capital in this market remains so severe that the Government of the United Kingdom maintains a control of capital issues designed to prevent internal inflation and ensure a reasonable balance between the competing claims of the various members of the sterling area. Since the Economic Programme has only just been framed no approach has yet been made to the Secretary of State in this connection and there can be no certainty that it will be possible to obtain access to the Market to the extent required to complete the Programme. If it proves impossible to obtain the funds required it may well be necessary to reduce the scale on which development is now planned. In the meantime £30 million has been included in the hope that this sum will be available from external loans to finance the Programme.

26. It has to be borne in mind that the amount of money that Nigeria can borrow in the open market is determined by a number of factors, amongst which the more important are the extent to which those in possession of capital are seeking to invest it in overseas Government securities, the attractiveness of the rates of interest offered, the degree of confidence which investors feel they can place in Nigeria's economic prospects and political stability (particularly as compared with other Governments which are bound to be seeking capital between now and 1960 for the furtherance of their own schemes of economic development), Nigeria's ability to meet the interest on and repayments of its loans, and the fullest possible use of Nigeria's own resources.

27. At present the public debt amounts to approximately £20 million (inclusive of loans made by the former Cocoa Marketing Board and University College, Ibadan); the internal and external loans which it is hoped to raise will, by 1960, have increased it to the formidable figure of between £65 million and £70 million, after allowing for repayments in the interim. The cost of servicing this debt is likely by then to reach between £4¼ million and £5 million including the present charges on the existing debt.

28. While the classical source of loan finance is the offer of Government securities for public subscription there has grown up since World War II a number of agencies specializing in the financing of economic development, usually by loans for specific projects. The Government intends to explore every possibility of assistance from these agencies, the most important being, from Nigeria's point of view, the Colonial Development Corporation, and the International Bank for Reconstruction and Development; it was the last named organisation which sent a Mission to Nigeria, whose recommendations figure very largely in this paper.

29. It may well be asked at this stage why the Government's prospective future borrowings are so much higher than the £28.15 million* envisaged at page 64 of the International Bank Mission Report. The answer to this question is complex, but the prime factors involved are firstly the substantial increase in costs (particularly salaries and wages) since the Report was prepared, and, partly in consequence of this an increase in the Capital Programme by nearly £22 million above the £69.6 million projected by the Mission. Secondly the Mission over-estimated the amount of the General Revenue Balance available to finance future expenditure.

30. Before leaving the subject of loans there is one further point that should be made: the Constitution places exclusively on the Federal Government the responsibility for raising external loans not only for its own purposes, but also for those of the Regional Governments and the Government of the Southern Cameroons. The Federal Government's own loan requirements do not, therefore, represent the whole of the demand Nigeria will make on the external loan market, and it is clearly essential to ensure that there should be a fair division of the external loans obtainable amongst all the Governments in Nigeria. The Resumed Conference on the Nigerian Constitution recognized the need for co-ordination of loan policies between Governments, and recommended that a Loans Advisory Board should be set up to advise the Federal Government on applications for loans from the Regional Governments and the Federal Government, and that the Board should consist of an equal number of representatives from each Government. Inter-Governmental discussions have recently been initiated on this recommendation, with a view to the early establishment of such a Board.

CO-ORDINATION WITH REGIONAL GOVERNMENTS

31. The need for providing a framework which will give Regional Governments scope for economic progress has already been noted, as also has the importance, in this context, of improving communications, in the widest sense of that term. To plan effectively in the Federal sphere of responsibility clearly necessitates co-ordination with Regional Governments at all levels, and it is the constant endeavour of the Federal Government to achieve this aim, without infringing Regional autonomy.

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* In the table on page 64 of their Report the Mission included £11.3 million for internal, and a like amount for external loans. This table also includes a projection of £9.7 million for further external finance inclusive of Colonial Development and Welfare grants. It is now known that these grants will total £4.15 million, leaving £5.55 million to be found from additional loans, *i.e.*, £22.6 million + £5.55 million = £28.15 million.

32. There are three main channels of consultation between the Governments in Nigeria, and all have been employed in the preparation of the Economic Programme. Firstly, there is *ad hoc* consultation between ministries dealing with similar subjects in the various Governments. Secondly, there are conferences convened to discuss specific subjects, such as the development of research in the natural resources group of subjects (*i.e.*, agriculture, fisheries, forestry, and veterinary science), the development of civil aviation, and various fiscal and financial matters. It seems likely that these periodical inter-Governmental conferences will tend to become permanent means of consultation; this has already occurred with natural resources research, where a formal Council of Natural Resources has been constituted, with the primary aim of co-ordinating research programmes throughout Nigeria*. The Loans Advisory Board, which it is hoped will be set up to deal with external loan requirements (*see* paragraph 30 above) is a further example of a permanent consultative body of this sort.

33. Finally, at the highest level, there is the National Economic Council, which has, in the words of the International Bank Mission (page 49) been established to provide "a forum in which the federation and the regions might meet to discuss the many economic problems common to each, notwithstanding their separate constitutional functions, and such of their development policies as may have consequences reaching beyond their respective constitutional spheres."

34. This body, comprising sixteen delegates drawn equally from the Regional Executive Councils and the Council of Ministers and two from the Executive Council of the Southern Cameroons, met for the first time under the Chairmanship of the Governor-General in October last and dealt, in a cordial atmosphere, with a full agenda covering matters of great economic significance. The Council's recommendations will, it is hoped, be found largely acceptable to all the Governments in Nigeria. A second meeting is planned for February this year; thereafter it is proposed that meetings shall be held twice yearly.

35. It is difficult to over-estimate the importance of the part the National Economic Council has to play in ensuring that economic development under a federal constitution takes an evenly-balanced course, without unnecessary duplication of effort and without leaving gaps covered by neither the Regional nor the Federal Government programmes.

36. There is one further aspect of inter-Government co-ordination of which some mention should be made. A large number of departmental programmes require as a first necessity the provision of offices or laboratories, and housing for expanded staffs. These buildings will be constructed in the Federal territory of Lagos by the Federal Public Works Departments or by contractors working under their supervision. The Regional Public Works Departments suffer, as does the Federal Department, from shortages of the professional staff needed for design and supervision. Even with the maximum use of contractors, these shortages still operate as a limiting factor on development, and there is therefore a need for the most careful assessment of priorities in framing construction programmes. It may well be found that, even with the greatest goodwill, Regional Governments are unable to meet all Federal construction requirements, and consequently some Federal projects in the Regions will have to be deferred to dates later than this programme. Similar limitations apply to the Federal road programme, though consideration is being given to the possibility of posting Federal staff to the Regions to supervise as much road work as possible.

THE INTERNATIONAL BANK MISSION REPORT

37. The Government of Nigeria, through Her Majesty's Government in the United Kingdom, invited the International Bank for Reconstruction and Development to send a Mission to "assess the resources available for future development, to study the possibilities for development in the major sectors of the economy, and make recommendations for practical steps to be taken, including the timing and co-ordination of developmental activities."

* *See* White Paper on Natural Resources 1955, and paragraph 130 below.

38. The Mission's Report was published in October 1954, and there is little need to do more than point to the numerous references to it in the present paper to demonstrate the profound effect it has had in stimulating and guiding the planning of economic development. The fact that in some matters there has been departure from the Mission's recommendations is in no sense a criticism of them, but is a demonstration of the need for flexibility in planning to meet the fluctuations and changes in emphasis which are inevitable in a country so large and developing so rapidly as Nigeria.

39. The main object of the Mission was to produce a balanced programme, and with certain major exceptions, there is a reasonably close identity between the relative magnitudes of the Mission's projections for individual sectors of the Federal Government's responsibility, and those in the Economic Programme. These exceptions are :—

(*i*) the Escravos Bar Project which was not prepared until 1955, and so was not considered by the Mission (*see* paragraphs 149-150 below) ;

(*ii*) the Bornu Railway extension, which the Mission envisaged being constructed after 1959-60 (*see* paragraph 187 below) ;

(*iii*) the substantial development of the Posts and Telegraphs services, the need for which was not demonstrated until after the Mission's report had been published (*see* paragraph 156 below) ;

(*iv*) provision for the installation of a modern sewerage system for Lagos, which has been postponed until a later date so as to enable technical investigations to be undertaken (*see* paragraphs 180-181 below).

When allowance is made for these exceptions the chart in Appendix III demonstrates the close resemblance between the Mission's projections and the allocations in the Economic Programme.

THE PHYSICAL RESOURCES AVAILABLE

40. The earlier years of the Ten Year Plan initiated in 1946 were dominated by the shortages of materials and plant which resulted from the aftermath of World War II, but even when these difficulties were on the way to resolution progress was seriously hampered by shortages of trained professional staff, notably those associated with construction work of all kinds, such as engineers, surveyors, and architects. Unfortunately, this situation still persists, and may well operate as a limiting factor on the rate of progress, particularly since so many departmental projects cannot be begun until the requisite buildings are available.

41. While every effort is being made to accelerate the professional and technical training of Nigerians, some time must elapse before scholarship schemes and the expansion of higher technical education in Nigeria produce a steady flow of trained and experienced staff. In the interim every effort has to be made to recruit staff from outside Nigeria, but this has to be done in a market in which competition is extremely severe, and where countries with greater wealth than Nigeria are able to offer more and more attractive terms to secure key staff, particularly those with experience. The world-wide economic expansion which is now taking place is not only intensifying the demand for capital and experience, but in recent months a steel shortage has become apparent, and it is unwise to exclude the possibility that other material shortages may arise which could act as a brake upon accomplishment.

42. These uncertainties over the availability of physical resources call for a considerable degree of flexibility in planning, and the means by which it is hoped to achieve this are explained in the following paragraphs.

THE NEED FOR FLEXIBILITY

43. Past experience has demonstrated that development plans are subject to constant revision in the light of changing needs (both Regional and Federal), and fluctuating fiscal or financial situations, and that consequently flexibility is a prime necessity for a practical plan, even though planning and flexibility are to some extent mutually antagonistic.

44. The first step towards flexibility is avoidance of overmuch detailed planning, and consequently the main object of the Economic Programme is to allocate on broad lines the amounts required to meet the needs of the various sectors of Federal responsibility leaving the details to be filled in year-by-year concurrently with normal budgetary procedure. The need for flexibility has largely determined the form of this paper, which comprises two main divisions: firstly the broad perspective which will be found in the later paragraphs, showing the main lines on which development is intended to proceed throughout the four-year period, and secondly Appendix IV containing a fairly detailed statement of the projects in the Programme on which expenditure is to be incurred in 1956-57, for which year detailed provision is to be found in the Draft Estimates. In each subsequent year a paper similar to this Appendix will be prepared covering firstly the requirements for the further projects from the programme to be started in that year, secondly provision for the continuance of projects started in previous years, and thirdly any entirely new projects for which the need has become apparent and the contingent changes required to accommodate them in the Programme. In brief, within the broad framework now laid down detailed planning will be carried out on a yearly basis.

45. Another step towards flexibility has been the virtual exclusion from sector plans of minor projects involving capital expenditure of less than £25,000, or additional recurrent expenditure of no more than £50,000 per annum. Nevertheless, such projects have to be provided for, and this has been done by allocating for them a total of £3 million in the Capital Programme under "Other Public Works"*, and, as indicated in paragraph 11 (*a*), making allowance for minor increases in recurrent expenditure before determining what funds can be set aside for major development proposals.

THE EFFECT OF INCREASED SALARIES AND WAGES

46. The estimates on which the Programme is based were necessarily prepared before the recent increases in salaries and wages came into effect, and it has therefore been impossible to incorporate these changes in estimates for individual projects. To meet this difficulty it has been necessary to make block provision to cover substantial increases in the cost of the programme arising from alterations in salary and wage structures. Increased salaries impinge almost exclusively on the recurrent expenditure, and £850,000 per annum has therefore been added to the estimated total of additional recurrent expenditure arising from the programme. Increased wages, on the other hand, chiefly take their effect upon capital expenditure, and for this contingency £7 million has been added to the capital cost of the Programme; this amount will be drawn upon to cover increased labour costs, though it must be noted that the estimate is based upon little more than informed guess-work, because so short a time has elapsed since the Hanbury and Regional wages awards were implemented as to make it impossible to carry out the detailed calculations which would be needed to establish accurate figures for all projects which involve substantial expenditure on labour.

A BROAD OUTLINE OF INDIVIDUAL PROGRAMMES

Broadcasting

47. Legislation is being prepared to establish a statutory Corporation, and it is estimated that £400,000 will be required to meet both the capital costs of the Corporation and provision for rounding off the development of broadcasting services which was initiated under the Revised Plan of Development and Welfare 1951-56. It will also be necessary to allocate £232,000 per annum to meet increased recurrent costs, including the cost of incorporation but exclusive of that expenditure at present met from heads of the estimates other than Broadcasting, *e.g.*, passages and children's allowances, which in future will have to be met by the Corporation from within its own estimates.

	£
Total Capital Cost 1955-60	400,000
Estimated Additional Recurrent Expenditure	232,000 per annum.

*See also para. 178 below, in respect of housing.

West African Building Research Institute

48. The Federal Government has accepted in principle the proposals of Mr G. A. Atkinson, Colonial Liaison Officer and Housing Adviser to the Secretary of State, that a West African Building Research Institute should be set up in two sections, one of which would be situated at Accra for research into the various problems associated with the construction of European-style buildings in West Africa, such as the merits and demerits of different soils for foundations, improved methods of ventilation and reduction in the cost of building. The other section would be at Zaria, which was chosen on grounds of accessibility and proximity to the engineering department of the Nigerian College of Arts, Science and Technology and is a typical centre of traditional building techniques. Detailed investigations would be made at Zaria into such problems as improving the durability and fire-resistance of thatched roofs, wall finishes, methods of constructing grain stores, and standards of village hygiene. The results of research at both sections would be equally available to all the West African territories participating in the scheme.

49. Until a decision has been reached as to the magnitude of the contribution from Colonial Development and Welfare funds towards the capital and annual recurrent costs of the Institute, detailed estimates cannot be considered : tentative provision of £80,000 for capital expenditure and £15,000 per annum for recurrent expenditure has, however, been included for this purpose in the 1956-57 Draft Estimates.

	£
Total Capital Cost 1955-60	80,000
Resultant Additional Recurrent Expenditure	15,000 per annum.

Building Society

50. It is proposed to establish a Building Society, possibly in conjunction with the Colonial Development Corporation, in order to finance the construction of privately owned houses, in the first instance in Lagos. The aim is that the Society should be a locally registered company and operate on sound commercial principles, so as to make reasonable profits and thus attract further capital for an extension of its activities, possibly outside Lagos.

Estimated contribution required from the Federal Government 1955-60 .. .. £500,000.

Cameroons Development Corporation

51. The Cameroons Development Corporation was established by Ordinance in 1946 to provide for the development of the former German plantations in the Cameroons which were purchased from the Custodian of Enemy Property by Government after the end of the war. The Ordinance provides that the plantations are to be developed for the use and common benefit of the inhabitants of the Cameroons, the profits being paid to the Government of the Southern Cameroons. The principal work undertaken to date has been the restoration and development of former plantations, the extension of the acreage under cultivation and the improvement, both in quality and quantity, of yields mainly of bananas, rubber and palm oil. In addition the Corporation is concerned with the development of cocoa, tea and pepper plantations ; it has established its own factories for the processing of palm fruit and rubber ; it operates its own transport system and wharf facilities at Victoria and Tiko and provides amenities for its labour force on a generous scale.

52. Although the Corporation has borrowed £2.3 million to finance capital development, it has to be remembered that very substantial sums from its revenue have been devoted to the same purpose, amounting to over £2¼ million by the end of 1954.

53. The policy of financing development from revenue has, however, inevitably led to a certain lack of liquidity in the Corporation's financial position and rendered it vulnerable to crises such as those arising from hurricane damage and fluctuations in banana prices. To improve the Corporation's liquidity a loan of £550,000 was authorised in 1955 (included in

the total of £2.3 million above), but to enable it to develop the full potentialities of the estates entrusted to its charge further capital is required, and the Economic Programme therefore contains provision of one million pounds to be lent to the Corporation, equal to the International Bank Mission's projection for this purpose.

Total Capital Requirement 1955-60 (all in 1956-57) .. .. £1,000,000.

Central Records Office

54. The headquarters of the Nigerian Central Records Office is temporarily housed in accommodation loaned by the University College, Ibadan, which accommodation will shortly be required by the College itself. £51,000 is therefore provided for the construction of an office-cum-repository and one senior staff quarter at Ibadan. It is intended to provide similar accommodation in Lagos and in each Regional headquarters, but, until funds are available, the headquarters of the Central Records Office will continue to be situated at Ibadan, and temporary arrangements are being made elsewhere for the collection and storage of public records.

	£
Total Capital Cost 1955-60	.. 51,000
Resultant Additional Recurrent Expenditure	.. 10,000 per annum.

Civil Aviation

55. Provision was made under paragraphs 13 to 18 of the Interim Development Plan to cover certain proposals made by the Department of Civil Aviation. These were in general accord with the recommendations of the International Bank Mission (pages 351-356) on Air Transport, in which it was noted that improvements of runways and their lighting and in telecommunications would be required during the period of the Economic Programme, for which the Mission projected capital expenditure of £1,186,000. The Mission stated, further, that in general it considered terminal buildings other than at Kano to be adequate. It was pointed out, however, in paragraph 18 of the Interim Development Plan that the Mission must have been under a misapprehension in referring to the adequacy of airport terminals, as the existing buildings at many airports are quite inadequate to cope with the increased traffic carried by the larger aircraft now in regular use.

56. The lines upon which development will proceed during the period of the Economic Programme follow closely upon decisions reached at the Inter-Regional Civil Aviation Conference, held at Lagos in May 1955. Provision has been made for capital expenditure of £1,400,000 during the period 1955-60 with a resultant increase in recurrent expenditure rising to £50,000 per annum by the time of the completion of the Programme. Projects include the construction of new aerodromes and improvements to existing runways, the installation of operational lighting to facilitate the landing of aircraft by night, improvements to terminal buildings, purchase of control tower equipment and the provision of various types of telecommunications equipment.

	£
Total Capital Cost, 1955-60	.. 1,400,000
Resultant Additional Recurrent Expenditure	.. 50,000 per annum

Customs and Excise

57. Provision has been made for three schemes put forward for the Department of Customs and Excise, from at least two of which increased revenue can be expected substantially in excess of their annual recurrent cost. These schemes are :—

58. *Kano Airport.*—It is anticipated that the new terminal buildings at Kano Airport will be completed during 1956, when it will be necessary to provide a 24-hour customs service to cope with the increasing air traffic to and from Nigeria. The additional staff required for this purpose will involve recurrent expenditure of £2,000 per annum, and barracks will be required at an estimated cost of £29,000, which sum has been included in the Capital Budget for 1956-57.

59. *Eastern Frontier.*—Smuggling is rife along the Cameroons frontier, with considerable loss of revenue. Proposed counter measures involve some reorganisation, including the setting up of new stations at strategic points and expansion of existing customs posts; these measures are intended not only to detect smuggling, but also to prevent illegal dealings in prohibited goods and currency offences.

60. *Port Harcourt.*—Owing to the expansion of wharf facilities at Port Harcourt and the consequent increase in the volume of trade, it has become necessary to set up a Waterguard Unit to control the activities of smugglers both in the port itself and in the immediate vicinity. The scheme is intended to provide quarters for Waterguard officers required to live on the station.

Summary

	Total Capital Cost 1955-60	*Resultant Additional Recurrent Expenditure per annum*
	£	£
Kano Airport	29,000	2,000
Eastern Frontier	72,000	5,000
Port Harcourt	34,000	2,000
Total	£135,000	£9,000

Defence

61. Provision is included in the Economic Programme for two distinct aspects of defence: Nigeria's military forces and the naval force which it is proposed to establish.

62. *Military Forces.*—Payment for the cost of maintenance of the Nigerian Military Forces is regulated by agreement reached with Her Majesty's Government and the other West African territories at the West African Forces Conference held at Lagos in 1953. The main points of this agreement are:—

(*i*) Nigeria meets, *in toto*, the cost of certain training schemes that are designed to accelerate "Nigerianisation".

(*ii*) Nigeria meets, *in toto*, the cost of military capital works and the maintenance of military buildings, and undertakes to provide a minimum sum of £250,000 per annum for capital works.

(*iii*) The cost of maintenance of the Nigerian Military Forces is apportioned between Her Majesty's Government and Nigeria; out of approximately £3¼ million Nigeria finds £1,370,000; the balance of £2 million is found by Her Majesty's Government.

(*iv*) Nigeria has undertaken to increase its contribution towards the cost of maintenance as far as is compatible with meeting the numerous other claims on the resources available to the Federal Government, until the time when it will be able to assume the whole financial burden.

63. Military works fall into three categories:—

(*i*) those projects included in the ten-year construction programme, the cost of which will amount during the period 1956-60 to £1,582,000. Such projects include major schemes for providing living accommodation for both officers and other ranks and for the removal to new sites of certain detachments at present accommodated in areas required for development or civilian housing schemes;

(*ii*) the annual provision, referred to in paragraph 62 (*ii*) above, for military buildings and accommodation, a large part of which is absorbed by maintenance and reconstruction of semi-permanent or temporary buildings pending their replacement by permanent buildings under the ten year construction programme. As temporary buildings are replaced the cost of maintenance should show a corresponding decrease;

(*iii*) the establishment of a Command Headquarters in Lagos at an estimated capital cost of £269,000; this project was not included in the ten-year construction programme, and is necessitated by the dissolution of West African Command Headquarters with effect from 1st July, 1956, and the consequent need to set up an equivalent headquarters for Nigeria alone. This is a desirable development for Nigeria in that it will allow closer consultation between the Government of the Federation and the Military Commander, and will facilitate in course of time the ultimate assumption by the Nigerian Government of responsibility for its military forces.

64. It is estimated that the cost of military training schemes designed to accelerate "Nigerianisation" will rise from £31,930 in 1955-56 to £100,000 per annum during the course of the Economic Programme, and that of maintaining Nigeria's military forces from £3¼ million to £4 million in the same period. Having regard to the more productive aspects of the Economic Programme, however, an increase of £400,000 per annum by 1960 is the maximum which can be set aside for all items of military recurrent expenditure.

65. *Naval Force.*—It is proposed to establish a Nigerian Naval Force in two phases. Phase I will consist, in essence, of the revival of a section of the Nigeria Marine. The Force will base its Headquarters on the Lagos Port Depot, will take over certain vessels now being operated on behalf of the Federal Government by the Nigerian Ports Authority, and will assume responsibility for certain peacetime duties for which the vessels are intended, including hydrographic surveys and preventive patrols, for the cost of which Government has, during 1956-56, been liable to the Ports Authority. In addition, the Force will take over the Marine Training School and become responsible for all seamen's training in Nigeria. Phase II will place a greater emphasis on strictly naval training, involving the use of small warships of the minesweeper type.

66. Provision has only been included in the Economic Programme for the capital and additional recurrent cost of Phase I; capital expenditure will be required for the necessary conversion of the Port Depot and Marine Training School and for alterations to certain of the ships involved in order that they may fulfil their new functions. As Government is already liable to the Ports Authority for the cost of operating the craft which it proposes to take over under Phase I, the additional recurrent commitment will be comparatively small. Provision for additional recurrent expenditure of £37,000 per annum has been included to cover such items as the salaries of the Director and his base staff, and the cost of running the base.

Summary

	Total Capital Cost 1955-60 £
Military Forces	
Construction Programme	1,582,000
Military Buildings and Accommodation	800,000
Command Headquarters	269,000
	£2,651,000
Naval Force	
Capital Expenditure	50,000
Total Capital Cost, 1955-60	£2,701,000
Resultant Additional Recurrent Expenditure	
Military Forces	400,000
Naval Force	37,000
Total Resultant Additional Recurrent Expenditure	£437,000 per annum

General Education

67. The General Education programme for the period 1955-60 is based on the policy outlined in the White Paper on Education, 1955, and approved in principle by the Legislature at the 1955 budget meeting. This policy can best be illustrated by the following extracts from the White Paper:—

"Government intends to introduce universal free compulsory primary education in Lagos as soon as possible, but, recognising the difficulties involved, does not intend to enforce precipitate measures which would tend to lower the standard of primary education and to dissipate public funds in a manner which would not yield the best results."

"There are at present about 33,220 children attending primary classes in the municipality of Lagos out of a probable total in the 5-13 age group of 52,800, which represents a percentage of roughly 63. Many of these children were born outside Lagos. The figures in the 1950 census show that 22,000 out of the 45,000 in the 5-14 age group were in this category. Government recognises that it has a duty to educate children in the Federal Capital irrespective of their provenance."

"It is contemplated that Voluntary Agencies should continue to be responsible for the major part of primary education in Lagos and that such education as they are unable to provide should be under the auspices of the Lagos Town Council."

"Government intends to establish universal free compulsory education in Lagos in three stages.

(1) *Universal.*—This involves the provision of places in primary schools for all children of school age. It implies a rapid building programme to expand existing schools and to construct new ones. Two years is allowed for this, by which time it is expected that accommodation will be available for the then existing primary school population plus all children in Lagos in the 5 plus age group. Double sessions in all schools will be gradually abolished.

(2) *Free.*—Fees will be abolished in all grant aided schools in January 1957, and subject to a financial settlement between the Federal Government and the Lagos Town Council, recurrent expenditure will become the joint responsibility of the Local and the Federal Governments. (*See* paragraph 70 below).

(3) *Compulsory.*—No date can be forecast since this will depend on the provision of special schools for retarded and handicapped children and on the rate of progress made by the Lagos Town Council as the Local Education Authority, particularly on how soon it can establish an efficient school attendance service."

"Government intends to provide teachers in the proportion of one teacher to forty pupils and to maintain the proportion of one trained teacher to one untrained during the period of expansion while aiming at increasing this proportion as the school population becomes relatively stabilised."

"It is intended to provide post primary education for one quarter of the children who complete the primary stage of their education. This will be a responsibility of the Federal Government with the Voluntary Agencies taking up as much of this work as they are willing and able to do. Capital and Recurrent costs of secondary education will be met by Government, the recurrent costs being largely recovered in the form of fees."

68. At the time when this White Paper was prepared, it was estimated that capital expenditure on general education would amount during 1955-60 to £1,230,000 with resultant additional recurrent expenditure rising in 1960-61 to £268,075. For various reasons these amounts will prove insufficient if the intention of the Legislature in recommending the early implementation of the proposals contained in the White Paper is to be fulfilled. Provision has therefore been made in the Economic Programme for capital expenditure amounting to £1,766,000 with resultant additional recurrent expenditure rising to £300,000 in 1959-60.* The lines on which the extension of general education in Lagos is expected to proceed may be summarised as follows:—

* Additional to the contribution of the Lagos Town Council.

69. *Primary Education.*—In order to provide universal primary education in Lagos it is estimated that a further 910 classrooms will be required at an average cost of £1,000 per classroom. Such an increase in accommodation would be sufficient to enable all children in Lagos to attend school and will be accomplished largely by grants-in-aid to Voluntary Agencies.

70. In order to fulfil the Federal Government's declared intention to abolish fees in all grant-aided primary schools as from 1st January, 1957, it will be necessary greatly to increase grants to the proprietors of such schools to cover salaries, equipment, books for new classes and for depreciation, conservancy charges, and rent or maintenance of school buildings. Part of this increase in recurrent expenditure will be met by the Lagos Town Council which has agreed in principle to pay 30 per cent of the recognized expenditure on primary education in Lagos, and has made the necessary provision for the period 1st January to 31st March, 1957 in its draft estimates. This is the first step towards the implementation of Government's expressed intention that the Lagos Town Council should become the local education authority for the Municipality.

71. An increase in capital expenditure on school buildings is required to assist Voluntary Agencies to repair, and where necessary rebuild, unsafe primary school buildings. This need was disclosed as a result of the St. Peter's School disaster. The Federal Government has appointed a Committee to ensure that the proposals for rebuilding are integrated with those for the construction of new classrooms.

72. *Acquisition of sites for primary school buildings.*—Sites are available for approximately one-third of the extensions required to existing primary schools ; an obligation will lie with the voluntary agencies concerned to acquire, wherever possible, the land needed for other extensions by private treaty. Legislation will, however, be introduced to amend the Education Ordinance so as to enable such land to be acquired by compulsory purchase when all other methods have failed.

73. *Teacher Training.*—The need to increase the output of trained teachers was described by the International Bank Mission at page 366 of its Report as "urgent"; this is by no means an understatement if the Federal Government is to achieve its aims of providing one teacher per forty pupils, maintaining the proportion of one trained teacher to one untrained during the period of expansion, and attaining the target of 600 additional trained teachers in Lagos by 1964.

74. *Post Primary Education.*—The International Bank Mission stressed the need for rapid expansion of secondary grammar school enrolment and referred to the possibility of doubling the intake by 1960 (page 376 of the Report) ; bearing in mind this and other observations of the International Bank Mission concerning the paucity of commercial training, the lack of educational opportunities for women and the need for a domestic science centre, provision of £182,000 was recommended in the White Paper on Education 1955 for post primary education—£116,000 for grants-in-aid to voluntary agencies and the remainder for government institutions ; identical sums have been included in the Economic Programme, with the addition of provision for rebuilding and expanding Queen's College, the Government secondary school for girls. Since it was founded in 1927, Queen's College has been housed in temporary accommodation. The construction of a permanent building has been deferred many times ; when built it will accommodate double the present number of pupils.

Summary

	Total Capital Cost 1955-60 £
Primary Education : buildings	1,123,000
Acquisition of sites for primary school buildings	275,000
Teacher Training	68,000
Post Primary Education : buildings	300,000
Total	£1,766,000

Resultant Additional Recurrent Expenditure £300,000 per annum. (Additional to the contribution from Lagos Town Council).

Higher Education

75. University College, Ibadan, the University College Teaching Hospital and the Nigerian College of Arts, Science and Technology are largely dependent for financial support upon the Federal Government since the Constitutional Order in Council places them within the Exclusive Legislative List. For various reasons which are explained below it has not been possible for their governing bodies to prepare detailed proposals for further development during the period 1955-60 but a preliminary examination of their needs indicates that they will look to the Federal Government for a total of £1,401,000 additional capital between now and 1960, and that resulting from this capital expenditure additional recurrent support from the Federal Government will be required amounting to £311,000 per annum by 1959-60. The Economic Programme therefore includes provision for these amounts, although it is intended that the issue of funds will be subject to the preparation of definite proposals for their expenditure.

76. It is understood that the Secretary of State has allocated Colonial Development and Welfare funds amounting to £150,000 and £300,000 to University College, Ibadan, and the Nigerian College of Arts, Science and Technology respectively for the period 1955-60; these allocations will be administered by the institutions' statutory governing bodies which will account for them directly to the Secretary of State. Colonial Development and Welfare grants for higher education in Nigeria therefore do not figure in Government accounts, and will be additional to the territorial allocation of £3,750,000 recently made to the Federal Government.

77. *University College, Ibadan.*—Arising from Sessional Paper No. 17 of 1952, detailed proposals for the financing of University College, Ibadan, were adopted containing the following principal provisions :—

(*i*) Government to make available to the University College an Endowment Fund of £1,500,000 to be expended over the next 15 years ;

(*ii*) Government to pay to the University College an annual grant of £220,000 for each year of the quinquennium 1952-56 inclusive ;

(*iii*) Government to set aside the sum of £300,000 for further building and equipment on the basis of approved schemes.

This provision proved inadequate and in 1954, consequent upon the approval being given to a White Paper on financing of the University College, an additional capital sum of £1,081,000 was made available to University College for capital expenditure. At the same time the annual grant-in-aid was increased for the last three years of the current quinquennium to the following levels :—

	£
1954-55	320,000
1955-56	372,600
1956-57	420,600

78. It has been impracticable for the Council of the College to put forward formal proposals for development during the period of its third quinquennium 1957-62 inclusive. It is considered that the preparation of detailed proposals should be preceded by a formal Visitation, qualified to assess the progress of the College, and, in the light of such assessment, to give an independent appraisal of the course along which future development should proceed. Moreover, a new Principal will in the ordinary course, assume office in October 1956 and it is only reasonable that he be given an opportunity of influencing the shape of future development. It is, however, clear that some provision will undoubtedly be required to meet the need for expansion before 1960. At pages 384-386 of its Report, the International Bank Mission stressed the necessity for increasing student numbers and the desirability of strengthening the faculty of agriculture and the creation of faculties of forestry and veterinary medicine. Contrary to the Mission's belief, the capital expenditure of some £480,000 envisaged by the Mission was over and above that required in order to fulfil the purposes of the 1954 White Paper. Having regard to all the circumstances, provision of £472,000 for new capital expenditure during the period of the Economic Programme has been made and an allowance of £66,000 per annum for increased recurrent costs arising from such capital expenditure has also been made. This sum, together with the Colonial Development and Welfare funds allocated to the College for this period should provide for additional accommodation for some 400 students, for strengthening the faculty of agriculture, and for furthering the department of social studies and the study of African and modern languages as well as the extension of the chemistry laboratory, further purchases of books for the library and finally the creation of a botanical garden and a zoological museum.

79. *University College Teaching Hospital.*—The construction of this important Institution is not expected to be finally completed until late in 1957 although it is hoped to open it initially towards the end of the current year. The Board of Management has, somewhat naturally, been unable at this stage to formulate any proposals for further development because they are still engaged in the immense task of creating a Teaching Hospital according to the plans and within the provision already approved. The White Paper on Further Financial Provision for the University College Hospital, Ibadan, which was considered at the Budget Meeting of the House in 1955, foreshadowed additional expenditure on equipment and accommodation over and above that for which approval was then made amounting to some £216,000. Provision for this amount has been included in the Economic Programme together with a further block sum of £134,000 to meet further needs likely to be disclosed before 1959-60. It is emphasised that no grant will be made to the Hospital until concrete proposals have been put forward by the Governing Body for the consideration of Government. The additional capital expenditure suggested by the International Bank Mission for this period, at page 390 of its Report, was £212,000 compared with a total of £350,000 included in the Economic Programme.

80. No provision for additional recurrent costs of the Hospital arising from the expenditure of this £350,000 has been included in the Economic Programme. Nevertheless, it is known that recurrent expenditure will increase very sharply during the next two or three years as the Teaching Hospital gradually assumes its full role. Some allowance has been made for this increase in framing an estimate of the funds available for Economic Programme purposes. (*See* paragraph 11 (*c*) above).

81. *Nigerian College of Arts, Science and Technology.*—The College has made very considerable progress towards completion of the plan, known as Scheme W, which was approved by the House of Representatives on the basis of Sessional Paper No. 10 of 1953. Plans for the expansion of the College during the period 1959-60 must inevitably merge into the process of rounding off Scheme W and such plans will need to take into account the recently announced Colonial Development and Welfare allocation to the College, whose authorities have thus been unable to forecast in any detail what funds are likely to be required additional to those hypothecated for the completion of Scheme W. There is a clear need for a very substantial expansion of higher technical education and a block total for capital expenditure of £579,000 has therefore been included in the Economic Programme, which together with the Colonial

Development and Welfare allocation will enable the College authorities to carry out additional capital works to the value of £879,000 by the end of 1959-60. An expansion of this magnitude will necessitate a greater annual subvention to the College and provision has therefore been made for this grant to be increased by £245,000 per annum by 1959-60.

82. The above allocations of Federal Funds include provision for pharmacy training consequent upon the decision that such training should in future be conducted at the Ibadan branch of the College instead of by the Medical Department. A grant of £33,000 has already been made for the construction of the requisite hostel and laboratory accommodation.

83. The International Bank Mission recommended capital expenditure of £425,000 at page 389 of their report; this compares with the total of £879,000 which will be available for the College from Colonial Development and Welfare and Federal funds.

Summary

	Capital Provision by Government 1955-60	*Resultant Additional Recurrent Expenditure per annum*
	£	£
University College, Ibadan	472,000	66,000
University College Teaching Hospital ..	350,000	—
Nigerian College of Arts, Science and Technology..	579,000	245,000
	£1,401,000	£311,000

Electricity Development

84. The Electricity Corporation of Nigeria in planning its development programme has had to take into account what is likely to be the demand for electricity after 1960 rather than probable requirements during the current planning period. This necessity arises because large turbo-generators, boilers and other equipment are not normally held in stock by manufacturers and only after contracts are placed is it possible for special orders of this nature to be put in hand. Before orders can be placed specifications have to be worked out and tenders called for, and this has to be followed by the preparation of contract documents which are of considerable complexity and frequently take some time to work out in detail. Even after orders have been placed it is necessary to plan the buildings which are to accommodate new plant and such planning frequently requires highly expert preparation; this in turn has to be followed by the construction of the buildings themselves, and finally by the installation of the plant when delivered. The whole process from authorization of funds to the actual generation of electricity by new plant can frequently take from three to four years.

85. It is an almost universal experience in electricity undertakings that once a supply is generated there is no end to the increase in demand on that supply. Nigeria is no exception in this respect and since 1944-45 the maximum demand at all stations in Nigeria has mounted from 7,400 kws to 29,000 kws in 1954-55; the present rate of growth averages 20 per cent per annum over all existing undertakings, and estimates indicate that this demand will reach 61,000 kws in 1960 and possibly 100,000 kws in 1964. The Corporation has thus to plan now to meet a demand which may be as much as three times its present level, and capital for this purpose must be supplied if the Corporation is to be in a position to meet its obligation to supply all consumers' requirements at its existing undertakings after 1960.

86. A careful study has been made of the probable requirements of all these undertakings, including provision for the needs of new industrial enterprises, and it is considered that the minimum capital needs will be £8,670,000, of which £7,170,000 will be required before 31st March, 1960, and the remainder shortly afterwards.

87. It is the policy of the Corporation to concentrate on meeting the demands in existing undertakings, which, as has been shown, are increasing at a very rapid rate. This policy is supported by the recommendations of the International Bank Mission and by the Federal Government, since only in this way can the cost of electricity be kept down, because, broadly speaking, the larger an undertaking the lower are its operating costs. Further, the resources available to the Federal Government will not permit more than £7,170,000 being made available before 1960 and it is therefore essential that this be utilised to ensure that there is no shortage of electricity in existing undertakings and particularly that these undertakings are able to meet the demands of important industrial projects which the Regional Governments have under consideration. At page 294 of its Report the International Bank Mission recommended the provision of £7 million for the development of electricity supplies, but it must be emphasised that this sum is the absolute minimum required for this purpose.

88. Investigations which have already been undertaken indicate that there are no places in Nigeria other than those receiving a supply of electricity where power stations could be constructed with any immediate prospect of their being economically viable.

89. Once undertakings have grown to a substantial size it becomes economic to connect them by land line provided they are not too far apart, thus reducing capital expenditure on stand-by plant and, by so reducing capital charges, lowering the cost of electricity. The Corporation therefore proposes to connect its Aba and Port Harcourt undertakings in this way and similarly to inter-connect Lagos, Abeokuta and Ibadan. This latter project will enable electricity to be extended to the Ijebu-Ode-Shagamu area, making use of capital being made available to the Corporation by the Western Regional Government.

90. Provision has therefore been made in the Economic Programme for the loan of £7,170,000 to the Electricity Corporation of Nigeria (of which £3,000,000 will be needed during 1956-57) and involving a commitment of £1,500,000 shortly after 1959-60.

	£
Estimated Capital Requirement 1955-60	7,170,000
Estimated Requirement 1956-57	3,000,000
Consequential Commitment after 1959-60	1,500,000

Geological Survey and Mining

91. Ore dressing plants are required both by the Mines Department at Jos and by the Geological Survey Department at Kaduna, for the training of Africans desirous of qualifying as managers of mines and to further research into the separation of Nigeria's minerals.

	£
Total Capital Cost 1955-60	42,000
Resultant Additional Recurrent Expenditure	6,000 per annum.

Government Press

92. It has been evident for some time that the present buildings of the Government Press in Lagos are wholly inadequate for their purpose ; the staff of 150 was considered to be overcrowded in 1920, since which time it has, in the same premises, expanded to almost 400. Output has now reached a level of 125 million forms, books, etc. annually and continues to increase, so that the present outmoded machinery is quite unable to cope with the demands made upon it, especially during and immediately after meetings of the House of Representatives. The aim is to undertake in Nigeria the majority of the work which has, at present, to be sent abroad for printing and to raise the standard of reproduction of plain and coloured illustrations to a level comparable with that elsewhere.

93. It is estimated that £350,000 will be required to cover the cost of constructing a new Government Press building at Apapa, but that no additional recurrent expenditure will result.

Total Capital Cost 1955-60	£350,000

Hotel Accommodation

94. On the vesting day of the Nigerian Railway Corporation the ownership of the Kano Central Hotel passed to the Federal Government from the hands of the former Nigerian Railways. Nigeria Hotels Limited operate the Hotel, on a lease from the Federal Government which is responsible for the capital cost of extensions. There is a clear need for additional accommodation at Kano and £40,000 is therefore set aside for the construction of a thirty-nine bedroom block, partly to provide additional sleeping accommodation and partly to replace certain existing blocks, which are out of date and in a dilapidated condition.

Total Capital Cost 1955-60 .. .. £40,000

Industry

95. Industrial development is a subject on the Concurrent Legislative List, and one on which regular consultation between the Governments of the Federation will be required if duplication of effort is to be avoided. The International Bank Mission, at page 229 of its Report suggested that activity in this field would be largely on the Regional level and that the Federal Government should confine itself to the financing of a limited number of large industrial projects and to giving technical advice and support to the Regions. The Mission recommended, further (page 234), the establishment by the Federal Government of an Institute of Applied Technical Research, provided with laboratory and experimental plant facilities sufficient to undertake a co-ordinated programme of industrial research.

96. The Federal Government's plans for industrial development during the period of the Economic Programme are broadly in line with the recommendations of the International Bank Mission. In order to give effect to those plans, it is intended :—

(*a*) to create an Institute of Applied Technical Research which will continue and extend the industrial research work hitherto carried out by the Department of Commerce and Industries. In the initial stages it is proposed that the Federal Department should be responsible for the administration of the Institute ;

(*b*) to develop in Lagos a small industrial estate which will be administered by the Department of Commerce and Industries ;

(*c*) to establish a Federal Loans Board for the purpose of providing financial assistance to industry.

The Federal Government's proposals for industrial development are discussed in greater detail in the following paragraphs.

97. *Industrial Research.*—It is proposed to set up an Institute of Applied Technical Research with its headquarters near Lagos. The Institute will be given self-accounting status within the Federal Ministry of Trade and Industry, but for the time being will be administered as part of the Federal Department of Commerce and Industries.

98. The new research unit will be responsible for investigations into the technical problems inherent in enlarging the scope of industrialisation in Nigeria. In particular it will investigate the suitability of Nigerian raw materials for use in proved industrial processes and the extent to which it may be necessary to modify those processes to suit climatic and other conditions peculiar to Nigeria.

99. The Institute will immediately take over the small laboratory and experimental workshops of the Federal Department of Commerce and Industries at Oshodi together with that Department's programme of research, in hand or projected, which at present includes investigations into the mechanised production of gari ; the design of small craft for use in the creeks and rivers of Nigeria and methods of protecting them against marine borers and other pests ; the processing of indigenous fibres and the development of industrial uses for them ; the feasibility of local manufacture of salt from sea water ; the possible establishment of small scale industries for the screen printing of textiles and automatic knitting ; and the production of dessicated coconut.

100. *Industrial Estate.*—To further the aim of providing assistance to industrialists in Federal territory, it is proposed to set up in Lagos an Industrial Estate which will have two main functions. Firstly, it will provide small factory units for letting to tenants whose financial resources are insufficient to enable them to build and equip their own independent factories. The intention is to provide buildings of the simplest and cheapest construction consistent with permanence. Light metal work, joinery and cabinet making, printing and bookbinding, biscuit-making and baking, weaving and spray-painting are examples of the kind of light industry which might suitably be accommodated. Provision will be made for an engineering service for the maintenance of tenants' machinery and equipment. Secondly, it is intended to run the estate as a commercial venture to determine its viability in Nigerian conditions. Industrial estates, though new to Nigeria, are normal undertakings in Western Europe. Analogous schemes are the industrial estates at Slough, Jarrow and Dundee in the United Kingdom. The results will be available to the Regions and, if successful, it is hoped that similar organisations will be set up in other centres later.

101. As a large part of the establishment of the Industries Branch of the Federal Department of Commerce and Industries will be absorbed in the Institute of Applied Technical Research and in the Industrial Estate, the increase in annual recurrent expenditure on these projects will amount only to £25,000 per annum. The total capital cost 1955-60 will be :—

	£
Institute of Applied Technical Research	260,000
Industrial Estate	80,000
	£340,000

102. Although it is outside the scope of the Economic Programme, mention should be made here of the proposal to set up a small industrial advisory group within the Federal Ministry of Trade and Industry. The Ministry receives from both Nigerian and overseas businessmen an increasing number of requests for advice and information in connection with proposed industrial enterprises. The Minister requires in addition constant technical advice on matters concerned with the Aid to Pioneer Industries Ordinance, on the immigration of expatriates to engage in industrial projects, on the granting of financial aid from Federal funds to proposed industrial enterprises, and on representations from industrialists for the alteration of the Customs Tariff to provide relief for local industry. It is proposed therefore to create a small cadre of industrial advisers within the Ministry to take over these functions which are at present carried out by the Federal Department of Commerce and Industries.

103. With the transfer of its research activities to the Institute of Applied Technical Research, together with such of its officers as may be qualified for absorption by the Institute, the residue of the Industries Branch of the Federal Department of Commerce and Industries will be free to concentrate on providing advice and practical assistance to industrialists in Federal territory, particularly to the smaller Nigerian entrepreneurs. The Department will continue to run the Federal experimental boatyard at Opobo where, in addition to research work carried out on behalf of the Institute of Applied Technical Research, small boats of tested design will be made to order for sale to members of the public.

Financial Assistance to Industry

104. *Federal Loans Board.*—It will be recalled that Ordinance No. 14 of 1949 set up Regional Boards for the purpose of making loans and grants for the encouragement, *inter alia*, of industrial enterprise. A separate Board was set up for the Colony of Lagos, which is now, as a result of constitutional changes, unable to operate effectively, both from lack of funds and on account of legal difficulties. To obviate the latter a Bill has been drafted for the consideration of the House at a later meeting, proposing the establishment of a Federal Loans Board, to administer the spending of the £300,000 made available under the Economic Programme. It is intended that those assets of the Colony Board which are finally agreed between the Federal and Western Regional Governments to be Federal assets, will also be allocated to the Federa Loans Board.

Total Capital Requirement 1955-60—£300,000.

105. *Loans for Major Projects.*—There remains the need to provide for the financing of a limited number of large industrial projects which, as mentioned above, the International Bank Mission envisaged as being the primary responsibility of the Federal Government in the industrial field. £500,000 has therefore been set aside in the Economic Programme for this purpose.

Total Capital Requirement 1955-60—£500,000.

106. *Underwriting Share Capital of Nigerian Cement Company.*—The Nigerian Cement Company is in the process of constructing a cement works at Nkalagu in Ogoja Province, at an estimated cost of £2 million. Contributions totalling £1,825,100 have been provided by two companies in the United Kingdom, the Eastern Regional Government, the Eastern Region Development Corporation and the Federal Government. It is hoped to raise the remaining £174,900 by offering £1 shares in Nigeria for public subscription. It will be appreciated that it is always necessary to underwrite the issue of such shares, particularly in Nigeria where the public is as yet unaccustomed to participating in equity shareholding of this type, and the Federal Government has therefore agreed to accept this obligation. It will, however, be necessary for the Federal Government to take up only those shares, if any, which are not purchased by the Nigerian public.

Total Capital Requirement 1955-60 (rounded off) .. .. £175,000.

Summary

	Total Capital Cost 1955-60 £
I.—Loan Expenditure	
Federal Loans Board	300,000
Loans for Major Projects	500,000
Total, Loan Expenditure	£800,000
II.—Other Expenditure	
Institute of Applied Technical Research	260,000
Industrial Estate	80,000
Underwriting Share Capital of the Nigerian Cement Company ..	175,000
Total, Other Expenditure	£515,000
I.—Loan Expenditure	800,000
II.—Other Expenditure	515,000
Total, Industry	£1,315,000

Resultant Additional Recurrent Expenditure £25,000 per annum.

Lagos Town Planning

107. This programme can, for convenience, be divided into two sections:—

(*a*) development which will be carried out by the Lagos Executive Development Board, which was set up by Ordinance with the special task of planning and developing Lagos; development under this section will be financed by loans to the Board;

(*b*) two further projects, the Lagos Housing Scheme financed initially by the Federal Government with the Lagos Executive Development Board acting as agents on Government's behalf, and the Victoria Island Investigation similarly financed in its initial stages.

Loan Expenditure

108. It is estimated that the Lagos Executive Development Board will require loans amounting to £3,260,000 during the period 1955-60. The major part of these loans will be devoted to slum clearance, for which the International Bank Mission projected, at page 403 of its Report, capital expenditure of £4 million during this period. Loans for smaller amounts are required to cover the cost of completing the Apapa Estate and of constructing additional offices, stores and staff quarters for the use of the Board.

109. *Slum Clearance.*—By far the greatest quantity of imports into Nigeria passes through the port of Lagos. It therefore follows that any measures which result in the increased efficiency of Lagos as a port, and which contribute to reducing handling charges and providing better communications and better office and housing conditions can be considered as a benefit to the whole of Nigeria.

110. Very large sums are already being expended on improving wharf and dock facilities at Apapa, and included in this Paper are proposals for improving main road communications in and around Lagos. The slum conditions existing within Lagos Island are well-known, and apart from being a disgrace to the capital of Nigeria they constitute an ever-present danger as a reservoir of disease and a serious fire risk, and thus a constant threat to the efficiency of Lagos as a port.

111. The International Bank Mission (page 44) attaches particular importance to those services which can help to prevent disease, in which category it includes slum clearance projects in Lagos. The Central Lagos Slum Clearance Scheme envisages slum clearance in an area of nearly 70 acres in the centre of Lagos ; a great deal of detailed planning has already been carried out, and the most exhaustive enquiries have been made to ensure that the Scheme may be executed without undue hardship to the owners and occupiers of land and premises in the areas affected.

112. In addition to the main scheme there is provision for certain other projects, details of those for which loans will be required in 1956-57 being given in Appendix IV. Briefly their objects are as follows :—

(*i*) *Surulere Rehousing Scheme.*—To provide accommodation at Surulere for those temporarily displaced from their homes by the slum clearance scheme.

(*ii*) *Mortgage Scheme.*—Dispossessed persons wishing to rebuild in the cleared areas, will require financial assistance ; a scheme has therefore been devised for lending money to such persons on mortgage terms.

(*iii*) *Central Area Rebuilding.*—Where private enterprise is not interested in rebuilding in a cleared area in Central Lagos, it will devolve upon the Board to erect tenements to be let to the best advantage. £200,000 will be required towards the end of the Economic Programme and a further £300,000 after 1960.

(*iv*) *Itire Road Estate.*—A Development Plan for the whole of the 1,500 acres of the Surulere area is in preparation, but the Lagos Executive Development Board has already initiated development by carrying out site formation of a housing estate in an area of 125 acres to be known as the Itire Road Estate. It is proposed to lay out between 700 and 800 building plots, provide road access and water supplies and then sell the plots freehold. For this purpose a short term loan of £120,000 is required.

(*v*) *Water Drainage, Surulere.*—Increased development of Surulere necessitates measures to prevent flooding by incorporation of a surface water drainage scheme.

Summary, Loan Expenditure

	Total Capital Requirement 1955-60
	£
Slum Clearance and associated projects	2,670,000
Development of Surulere	220,000
Completion of Apapa Estate	200,000
Lagos Executive Development Board: Offices and Stores	110,000
Lagos Executive Development Board: Staff Quarters	60,000
Total	£3,260,000

Other Expenditure

113. There are two further projects, which are to be financed initially by appropriations from the Federal Government, namely, the Lagos Housing Scheme 1955 and the Victoria Island Investigation.

114. The Housing Scheme (for a low income group housing estate at Surulere) was approved by the House of Representatives at the 1955 budget meeting.

115. Victoria Island, which lies between Five Cowrie Creek and the sea, is admirably situated for residential development for all income groups, but before a detailed scheme for the reclamation and development of the island can be drawn up, it is necessary to carry out investigations to ensure that reclamation is a practical proposition.

Summary, Other Expenditure

	Total Capital Cost 1955-60
	£
Lagos Housing Scheme 1955	1,000,000
Victoria Island Investigation	50,000
Total	£1,050,000

Summary, Lagos Town Planning

	£
Loan Expenditure	3,260,000
Other Expenditure	1,050,000
Total Capital Cost 1955-60	£4,310,000
Consequential Commitment after 1959-60: Slum Clearance and associated projects	£450,000

Medical and Health

116. The International Bank Mission formulated no detailed recommendations for medical development in Nigeria but projected capital expenditure of £2,100,000, (exclusive of provision for slum clearance and sewerage schemes in Lagos), by the Federal Government during the period 1955-60. In May 1954 a Committee was set up by the former Minister of Health to examine the existing facilities in the Municipality of Lagos for medical care and for the training of nurses and medical auxiliaries, and to make recommendations for improving and extending those facilities. Based upon the Committee's findings a White Paper entitled "Proposals for the Development of Medical and Health Services in Lagos" was approved in principle by the House of Representatives at the 1955 budget meeting, subject to financial provision.

117. The White Paper envisaged capital expenditure of £3,988,360 with resultant additional recurrent expenditure rising to £465,200 per annum. The great need for the improvement of medical facilities in Lagos can best be illustrated by the following quotations from the Paper :—

"General Hospital accommodation in the Municipality provides at present only 304 beds and fifty cots. In addition there are forty-six nursing home beds in the Creek Hospital, seventy-four maternity beds at the Massey Street Dispensary, 160 beds at the Orthopaedic Hospital, Igbobi, Yaba, 54 beds at the Tuberculosis Sanatorium, Yaba, and 122 beds at the Infectious Diseases Hospital, Yaba. This total of 760 beds and fifty cots for a population of 295,000 is totally inadequate by any standard and is becoming more inadequate each year for the expanding population of the Federal capital. The most urgent needs are for additional out-patient facilities and accommodation, additional general hospital beds, and for an increased number of beds and a substantial improvement in the standard of accommodation for maternity cases. There has been no extension of general hospital accommodation in Lagos for the past twenty-five years, nor any appreciable improvement in maternity accommodation. It is evident therefore that, the population having far out-stripped the hospital facilities, a substantial expansion and improvement of accommodation is long overdue. These needs cannot be met without heavy capital expenditure, but they are urgent and are so obvious that such expenditure cannot be longer delayed".

"Accommodation for maternity cases is totally inadequate and although 9,000 patients are dealt with each year at Massey Street they can be accommodated only in circumstances of extreme discomfort, if not danger, and there remains a large number of births in Lagos each year for which no services can be provided. A new maternity hospital is therefore essential and should be provided as one of the first priorities in any scheme for improving medical facilities".

"The other main priority is to alleviate the present congestion in the out-patient department of the General Hospital where an inadequate staff endeavours, under cramped and trying conditions, to treat 1,700 persons each day. The answer to this problem is to establish out-patient clinics and dispensaries in various parts of the town which will provide some decentralization and enable the population to obtain medical advice and treatment nearer their homes. These three requirements, namely, increased general hospital accommodation, increased maternity accommodation, and improvement of the out-patient clinical services are the first priorities".

118. Capital provision of £2,591,000 with resultant additional recurrent expenditure of £271,000 has been included in the Economic Programme for development of medical facilities in Lagos ; this sum is also intended to provide for the expansion of training programmes and vaccine production, both of which are of Nigeria-wide significance. Such provision will be sufficient to implement all the major proposals contained in the above-mentioned White Paper, with the exception of the Broad Street Hospital extension which has been postponed until the new Mainland Hospital is completed in 1959 or 1960.

119. The projects which it is intended to carry out under the Medical Development Programme fall into the following categories.

120. *Mainland Hospital.*—The latest estimates indicate that £2,050,000 should be sufficient to cover the capital cost of a fully equipped 600 bed hospital on the Mainland, including the provision of all services and the construction of the requisite quarters ; provision has been made in the Economic Programme of £1,750,000, which is estimated will be sufficient to cover the cost of the initial 500 beds. Construction of the remaining accommodation will be deferred until the next development period. A site of some 75 acres has already been selected at Surulere and preliminary planning is being undertaken.

121. *Other Hospital Improvements.*—Under this heading are included :—

(*i*) The construction of a 300 bed Maternity Hospital in place of the existing and entirely inadequate accommodation at Massey Street Dispensary which has a capacity of only 74 beds, but deals nevertheless with an average of 9,000 in-patients every year.

(*ii*) The establishment of a Chest Clinic on Lagos Island to enable the existing clinic to be moved from the General Hospital.

(*iii*) The erection at the Creek Hospital of a block of flats to accommodate sisters working both in that hospital and in others in Lagos.

122. *Dispensary Services.*—The proposed Mainland Hospital will relieve, to some extent, the congestion in the Broad Street Hospital as regards in-patients. It is equally necessary to reduce the pressure on the out-patient department of that hospital. For this purpose three out-patient dispensaries and three ante-natal, child welfare and school clinics are to be built.

123. *Training facilities.*—Two institutions are involved, the School of Medical Laboratory Technology and the School of Dental Hygiene ; in each case a start will be made in 1956-57, and details are therefore included in Appendix IV.

124. *Vaccine Production.*—New laboratories, equipment and housing are required to enable production of yellow fever and small-pox vaccines to be expanded at the Laboratory Service Headquarters, Yaba, in order to increase the output and efficiency of vaccine production and to train Nigerian staff.

125. *Other Projects.*—There remain three other projects which it is intended to carry out during the course of the Economic Programme but which do not fall into any of the above categories ; they are as follows :—

(*i*) the establishment of a blood transfusion service;

(*ii*) the provision of an ambulance service in Lagos, to be based on one building from which the direction of all ambulances in Lagos would be carried out ; the aim is to provide as efficient and economical a service as is compatible with meeting the diverse needs of the population of Lagos;

(*iii*) the acquisition of a site at Apapa for a hospital scheduled for building in the next development programme.

Summary

	Total Capital Cost 1955-60 £
Mainland Hospital	1,750,000
Maternity Hospital	450,000
Chest Clinic	12,000
Creek Hospital : Sisters' Quarters	18,000
Three Out-patients Dispensaries	78,000
Three Clinics	42,500
School of Medical Laboratory Technology	17,500
School of Dental Hygiene	23,000
Vaccine Production	60,000
Blood Transfusion Service	84,000
Lagos Ambulance Service	36,000
Acquisition of Hospital Site at Apapa	20,000
Total Capital Cost 1955-60	£2,591,000
Resultant Additional Recurrent Expenditure	£271,000 per annum.

Meteorology

126. In accordance with resolutions of the World Meteorological Organisation concerning the provision of additional services, £20,000 was set aside under paragraph 39 of the Interim Development Plan for the purchase of equipment and part of the extension of the headquarters building in Lagos to include a workshop for the maintenance and repair of meteorological instruments.

127. Capital provision of £76,000 together with resultant additional recurrent expenditure of £5,000 per annum has now been included in the Economic Programme to cover extension to buildings, purchase of various types of telecommunications equipment, and the construction of quarters for senior and junior staff. In the case of junior staff it is desired to construct quarters in the vicinity of airfields, near which the officers concerned are required to live. The purpose of capital expenditure on meteorological services is to improve both the collection and transmission of weather data, particularly for civil aviation, and to fulfil the increasing demand for meteorological statistics and information from organisations connected with Natural Resources Research.

Total Capital Cost 1955-60	£76,000
Resultant Additional Recurrent Expenditure	£5,000 per annum

Natural Resources Research

128. Scientific Research is included in the concurrent legislative list under the Nigeria (Constitution) Order in Council, 1954, consequently it is open to any Government in Nigeria to engage in whatever research it wishes to undertake; nevertheless since both funds and staff with the requisite scientific qualifications are limited there is a clear need for co-ordination between Governments to ensure that all resources are used to the best advantage. For this purpose there has been established a Council of Natural Resources of Nigeria amongst the functions of which are those of co-ordinating programmes of research on agriculture, forestry, fisheries and veterinary science (for convenience collectively termed Natural Resources Research), and of advising the Federal Minister on the deployment of such Federal funds as are provided for these four aspects of research.

129. This body, under the chairmanship of the Federal Minister of Research and Information, comprises the Regional Ministers responsible for Natural Resources, the Member for Agriculture in the Government of the Southern Cameroons, representatives of the Federal, Regional and Southern Cameroons departments concerned and two members from the staff of the University College, Ibadan, one of whom is a member of the Faculty of Agriculture.

130. A White Paper on Natural Resources was approved at the August meeting of the House of Representatives in 1955, and set out proposals for the co-ordination of Natural Resources Research throughout Nigeria. This Paper recorded that it is impossible to draw any hard and fast distinction between research which can most conveniently be carried out by Regional Governments, and that which should fall to the Federal Research Services, but, broadly speaking, it is considered that fundamental or long-term research should generally be the concern of the Federal Government while the Regions should concern themselves primarily with short-term or applied research. A more detailed distribution of responsibilities is set out in the White Paper, relevant extracts from which will be found in Appendix IV under the heading "Natural Resources Research."

131. Research in Nigeria is by no means the exclusive prerogative of Government Departments, being carried out not only at University College, Ibadan, but also by such inter-territorial agencies as the West African Cocoa Research Institute with its headquarters in the Gold Coast, the West African Institute for Trypanosomiasis Research and the West African Institute for Oil Palm Research in Nigeria and the West African Fisheries Research Institute with its headquarters in Sierra Leone. Clearly co-operation with these organisations is most important and it is hoped to achieve this aim by the inclusion in the Council of Natural

Resources of members of the staff of University College, Ibadan, by the co-option when necessary of the Directors of the Inter-territorial Institutes, and through those members of the Council who are also members of the Managing and Technical Committees of these Inter-territorial Institutions.

132. Provision has been included in the Economic Programme for Natural Resources Research as follows :—

	Capital 1955-60	*Additional Recurrent Expenditure per annum*
	£	£
Agriculture	694,000	100,000
Fisheries	137,000	37,000
Forestry	282,000	67,000
Veterinary	329,000	108,000
Total	£1,442,000	£312,000

133. The Council of Natural Resources, however, considered that there would be great advantage in unifying the provision for Natural Resources Research into single block sums for capital and recurrent expenditure. This arrangement would provide a far greater degree of flexibility in the deployment of funds for research purposes, facilitating their maximum beneficial use in the light of expediency and the progress made—which cannot be accurately forecast—in the various research projects undertaken. Difficulties encountered in recruiting specialist research officers and the shortage of necessary supervisory staff in the Federal and Regional Public Works Departments also affect the progress of the various research Departments. For example, the situation might well arise that the funds allocated for agricultural research were spent at less than the programmed rate, and it would then be desirable to divert savings from this source to such of the other research organisations as appeared more capable of using the money advantageously. It is therefore proposed that the Council of Natural Resources should advise the Federal Minister responsible, year by year, how the block sums should be distributed between the four Federal research organisations. It is not of course intended that this procedure should preclude the preparation of detailed annual estimates for each department nor the necessity for obtaining the Legislature's approval of those estimates, or any changes in them.

	£
Total Capital Cost, 1955-60	1,442,000
Resultant Additional Recurrent Expenditure	312,000 per annum.

Nigerian Coal Corporation

134. The production of the Nigerian Coal Corporation in 1954-55 amounted to 675,919 tons, the output from its three mines being as follows :—

	Tons
Obwetti Mine	371,360
Iva Mine	193,824
Hayes Mine	110,735

135. It has been estimated that despite the proposed dieselisation of part of the railway, it will be necessary to increase annual production to about 800,000 tons by 1961 in order to satisfy the increased demand for internal consumption. It is also desirable that the Corporation should be in a position to operate in the export market ; it has already succeeded in regaining

the contract for supply of coal to the Gold Coast Railway, and tentative enquiries have also been received from other potential consumers outside Nigeria. On the other hand one of the chief factors governing the export of coal must remain the ability of the Railway to transport the coal from the mine to the seaport, and it is clear that the present annual tonnage so transported cannot be exceeded for about two years.

136. To achieve the required output of over 800,000 tons by 1961, it is proposed to increase production at Iva and Hayes Mines to their economic maxima totalling 600,000 tons; the Obwetti Mine will be exhausted by 1961 and it is necessary to provide a fresh source of supply to take its place, with an output in that year of at least 200,000 tons, if the estimated demand is to be satisfied, both in 1961 and subsequent years. It is proposed, therefore, that a new mine should be opened in the Ekulu area, where the proved reserves are approximately 9,000,000 tons. The estimated capital requirements for opening up the new mine at Ekulu and for initiating production amount to £400,000, all of which would be required during the period of the Economic Programme.

137. It will be readily appreciated how important it is to enable coal to compete with the increasing use of oil fuel, both in Nigeria and abroad, and to keep down the costs of rail transport and electricity. There is a reasonable prospect that carefully planned introduction of mechanical methods into the new mine will enable coal to be produced at a cost substantially lower than that which obtains in the existing mines.

138. The International Bank Mission (page 278) included £385,000 capital for the Corporation in its projections of Federal expenditure 1955-60.

	£
Total Capital Requirement 1955-60	400,000
Estimated Requirement 1956-57	235,000

Police

139. It is intended to initiate in 1956-57, concurrently with works already in hand, a further programme of improvements to police quarters and offices at a capital cost of £1,000,000. Provision has also been included for additional recurrent expenditure amounting to £225,000 per annum to meet the cost of a modest increase in the police force. A detailed plan has not yet been prepared but the Draft Estimates for 1956-57 provide for :—

(*i*) Erection and furnishing of temporary buildings (£16,000) to be carried out under the supervision of the department itself.

(*ii*) The policing of the Minesfield area is a responsibility of the Federal Government and a pilot scheme is in operation for this purpose for which the construction of a police station and quarters (£66,000) has now become an urgent necessity. A major mining company has contributed towards the cost of the scheme and has promised further contributions if it develops satisfactorily.

	£
Total Capital Cost 1955-60	1,000,000.
Additional Recurrent Expenditure	225,000 per annum.

Ports and Inland Waterways

140. This programme can conveniently be divided into two parts :—

(*a*) development which will be carried out by the Ports Authority under the powers conferred upon it by the Ports Ordinance, No. 27, 1954, and

(*b*) development which the Ports Authority will effect as an agent of Government.

For the first the newly formed Ports Authority has insufficient funds and it will be necessary to loan to it the whole estimated cost of these projects. For those projects which the Authority will carry out as an agent of Government provision will naturally be required from Government funds.

Nigerian Ports Authority (Loan)

141. It is estimated that the Ports Authority will require a loan of £2,638,000 during the period 1955-60. The projects which the Authority intends to carry out with these funds can be divided into five categories.

142. *Improvement of Ports.*—Under this heading are included the major improvements which it is intended to make to the existing wharves at Lagos and Port Harcourt and to the Port of Lagos as a whole, comprising :—

(*i*) mechanization of Lagos and Port Harcourt wharves, which in turn necessitates improvements to road surfaces and railway tracks within the ports;

(*ii*) new buildings, machinery and a slipway in Apapa dockyard;

(*iii*) the construction of a security wall around Lagos Customs Wharf on the land which is being reclaimed under the Government programme (*see* below);

(*iv*) improvements to lighthouses and buoyage systems to enable a comprehensive programme of modernisation to be fulfilled by the end of 1956-57;

(*v*) the purchase of a second hand bucket dredger with hoppers, required to maintain the channels in Lagos harbour.

143. *Replacement of Craft.*—Although certain craft were vested in the Ports Authority on 1st April, 1955, the Authority, in accordance with the advice of the financial consultants to Government, did not take over as a loan the amounts standing to their credit in the Renewals Fund, consequently provision is required for the replacement of craft, including the floating dock at Lagos, during the period of the Economic Programme.

144. *Reclamation Vessel.*—The total estimated cost of the reclamation vessel, which it is intended to purchase in 1956-57 is £200,000 of which the Ports Authority will contribute 25 per cent and Government pay the remaining 75 per cent, because the vessel's primary function will be to combat erosion at Victoria Beach.

145. *Training Establishment.*—The marine training schools have hitherto been mainly concerned with training seamen and engineering staff although pupils from them have risen to officer rank. It is now proposed to train "executive officers" in the widest sense, including in the syllabus, civil engineering and the traffic-management and accounting aspects of port operation which are not covered by the existing training establishments. While certain facilities already exist at the Yaba Technical Institute and the Nigerian College of Arts, Science and Technology, it is nevertheless certain that whatever preliminary training may be given in such institutions the final, more specialized, stages of training must be given in a Ports Authority establishment if the trainees are to be properly equipped for their task.

146. *Staff Quarters.*—Provision is needed to meet the acute shortage of housing with which the Ports Authority is faced.

Estimated Total Requirement 1955-60 £2,638,000.

Government Programme

147. The Government Programme aims at capital expenditure of £10,214,000 which is considerably in excess of the estimated loan requirement of the Ports Authority, chiefly because the former includes two major projects, the extension of Port Harcourt wharf and deepening of the Escravos Bar. On the other hand the Ports Authority will ultimately be required, on taking over the completed extension to Port Harcourt wharf, to issue to Government debenture stock. The Government programme comprises the following.

148. *Extension of Port Harcourt Wharf.*—There has been a steady increase in cargoes handled at Port Harcourt for several years; congestion has now reached serious proportions, and the port is within measurable distance of becoming unworkable. The only solution is the provision of additional berths for ocean-going vessels, a development which is considered vitally necessary in the interests of Nigeria, a view which the International Bank Mission supports on page 37 of its Main Report, where it is urged that preliminary surveys be made promptly so that work could be begun in 1955.

149. *The Escravos Bar Project.*—Since 1930, access from the sea to the delta ports of Burutu, Warri and Sapele has given cause for much concern : at the turn of the century ships of a draught of over 20 feet were regularly using the Forcados estuary, since which time the bar gradually deteriorated until in 1934 entry was limited to vessels of a draught of less than twelve feet. In 1938 Government opened the Escravos entrance which permits entry to vessels of up to fourteen feet at high water, but all efforts at dredging have failed and the indications are that even this relatively shallow depth will soon be reduced.

150. In 1953 the Nigerian Government engaged the Dutch firm NEDECO to "carry out a general study and investigation of conditions obtaining in the Niger River Delta with the object of determining how access to the ports of Burutu, Warri and Sapele could be most effectively ensured and maintained." The Report, which was received in the early part of 1955, recommended the construction at Escravos of a mole south of the estuary to protect it from littoral drift and also to provide a lee under which a deep channel permitting a draught of twenty feet could be dredged : furthermore it recommended that a hydraulic model of the Escravos Bar should be constructed at Delft in Holland in order to determine the character, exact length and correct alignment of the mole. This latter recommendation has already been accepted, as it will take up to a year for sufficient data to be accumulated from the working model before Government can be in a position to specify precisely its requirements and call for tenders. The provisional estimate for the cost of the project is £6,500,000.

151. *Improvement of Ports.*—In this category are included :—

(*i*) Improvement of Lagos Customs Wharf by the reclamation of land up and down stream of the existing wharf.

(*ii*) The improvement of certain minor ports (Sapele, Warri and Koko) in the Delta, which have not been taken over by the Nigerian Ports Authority ; since the problem of access to these ports is connected with the Escravos Bar project no detailed proposals have yet been formulated.

(*iii*) Provision is made for dredging of the Sheba Bank which, under the revised constitution, became a regional responsibility, but since efforts had already been made to clear this bank, it is considered that a further attempt at clearance remains an obligation on the Federal Government.

152. *Reclamation Vessel.*—*See* paragraph 144 above.

153. *Improvement of the Navigability of the Niger and Benue Rivers.*—As noted above a Dutch firm of consultants has been employed to investigate the problems of access to the Niger Delta ports ; in close consultation with the French authorities in the territory of the upper Benue, this investigation has been extended to an examination of the means of improving the navigability of the Niger and Benue Rivers to Baro and Yola respectively. The detailed results of these important investigations are unlikely to be available until 1958, but enough has been done to indicate that there are substantial possibilities of development.

154. Provision for this investigation was included in the 1955-56 Estimates, and appears in Head 605 of the Capital Budget for 1956-57 under the heading of "Uncompleted Projects from former Programmes"; consequently no allocation of funds is required in the Economic Programme.

Summary, GOVERNMENT PROGRAMME

	Total Capital Cost 1955-60 £
Extension of Port Harcourt Wharf	3,250,000
The Escravos Bar project	6,500,000
Improvement of Ports	314,000
Reclamation Vessel (Government share)	150,000
Total	£ 10,214,000

Summary, Ports and Inland Waterways

	Total Capital Cost 1955-60 £
Nigerian Ports Authority Programme (Loan)	2,638,000
Government Programme	10,214,000
Total	£ 12,852,000

Posts and Telegraphs

155. The White Paper entitled "Statement on the Policy and Re-organisation of the Posts and Telegraphs Department" which was accepted in principle by the House of Representatives at its 1955 budget meeting, indicates the lines on which development and extension of the Posts and Telegraphs services are intended to proceed during the period 1955-60. The first two paragraphs of the White Paper will serve to illustrate the position :

"During 1952 it came to the notice of Government that the Posts and Telegraphs Department was in a serious state of disorganisation and that the public were making a very large number of complaints regarding the services which the Department was rendering. The matter was debated at some length in the House of Representatives during March 1953, and as a result the Council of Ministers agreed to call upon the services of two experts to come and advise, the one on the Postal services of the country and the other on the Telecommunications and Engineering services. These two experts, appointed late in 1953, were Mr F. Summers, Regional Engineer of the Midland Region, General Post Office, England, and Major W. J. Aedy, M.B.E., Head Postmaster of Leeds, England. Late in 1953 the new Director of Posts and Telegraphs, Mr H. O. Ellis, was appointed to Nigeria and in conjunction with Major Aedy two reports were produced by the combined efforts of these three officers."

"The Reports disclosed a very serious state of affairs. During the slump years in the early 1930's the personnel of the department had been rigorously pruned as an economy measure and not since that time had any major increase in the staff been effected. As a result, although telegram and telephone installations had increased by some 700 per cent between 1930 and 1954, the percentage of engineers available for the public services was 7 per cent less than in 1930 ; whereas the Postal services operations had increased by 800 per cent the increase in supervisory staff had only been 12 per cent, and the same applied in varying degrees to the other branches of the department. The department was also maintaining services with only 50 per cent of the full staff required for such maintenance and was attempting to carry out considerable development which, when completed, was throwing even greater burdens on the existing maintenance staff. In fact the picture presented was one which showed that it was extremely surprising that the whole Posts and Telegraphs services of the country had not collapsed. It should be mentioned here that a great debt of gratitude is owing to the depleted staff of the department who under most unusual and difficult conditions had managed, over such a long period, to keep the service running. Much of the equipment was out of date, buildings were sub-standard in many cases, overhead lines were suffering from lack of maintenance, and a discontented public were pressing for more and more development."

156. The Reports of the three experts were the subject of close scrutiny by the Federal Government, as the result of which the above-mentioned policy paper was drawn up to cover the five year period 1955-60. It was fully realised that the programme was dependent upon two main factors, the ability of the Federal Government to find the necessary funds to finance this immense undertaking and the degree of success attained in recruiting and training the necessary large increases of staff which would be required to put the proposals into operation. The Federal Government was at the same time considering the recommendations contained in the Report of the International Bank Mission. This Report was published before the findings of the three experts on the postal, telecommunications and engineering services were available ; the Mission recognised however that the experts' reports would be forthcoming in due course (page 358) and confined its recommendations to general matters, projecting capital expenditure of £3,691,000 on Posts and Telegraphs during the period 1955-60.

157. After due consideration of the needs of other sectors of the economy the Federal Government has decided to allocate the capital sum of £12,890,000 for the development of Posts and Telegraphs during the period of the Economic Programme ; although the disparity between this figure and that projected by the International Bank Mission is formidable, allowance must be made for the fact that the results of the vital expert investigations were not available until after the Mission's report had been submitted. The sum provided is considered to be the minimum required to bring the service up to the requisite standard by 1960. Recurrent expenditure is estimated to rise during the same period by £1,501,000 per annum, which is 35.8 per cent of the total increase in recurrent expenditure for which provision has been made for all departments in the Economic Programme. The substantial increase in recurrent expenditure is a natural consequence of the capital investment proposed, which, *inter alia*, entails an expansion of the establishment of the department, both of senior and junior staff, and proportionately increased operational costs. It is considered only reasonable that those who use the department's services should relieve the general taxpayer of some of this recurrent burden, and, it will therefore be necessary to increase the Posts and Telegraphs charges at a later date as improved services become available. In this connection it should be noted that the majority of existing charges have not been modified for twenty years.

158. A detailed programme is in course of preparation, but the broad lines of development can be divided, for convenience, into the categories shown below ; the approximate allocation of funds between categories appears in the summary but is liable to variation according to progress made and when the detailed programme is available.

159. *Engineering.*—The major items included under this heading comprise the Telegraph and Telephone Main line VHF radio circuits intended to provide a network to cover the main commercial centres in Nigeria ; the installation of new major Exchanges at Kano, Kaduna and Enugu in order that the new trunk services now being installed may have an outlet ; improvement of services in the Lagos area including provision of 8,000 new lines ; a cable scheme for Ibadan Auto Exchange ; telecommunications services in small towns and the rural areas to provide approximately 7,000 new subscribers and 800 miles of rural trunk lines and Radio services. In order to improve the telegraph services teleprinter exchanges will be introduced together with a system of hiring teleprinter equipment to firms requiring it.

160. *Buildings.*—It will be necessary to construct new exchange buildings at Kano and at the three Regional Centres to house the major exchanges to be installed under the previous section and additional exchange buildings will be needed in the rural areas; a training centre at Oshodi is urgently required for the training of junior technical staff ; the General Post Office Lagos is scheduled for rebuilding and new post offices are required at each of the Regional Headquarters ; twenty smaller post offices have been started in 1955-56 and a further sixty can, it is estimated, be built before 1960. Office accommodation and housing for increased staff will also have to be provided.

161. *Miscellaneous.*—A large number of new vehicles will be needed by the Department in addition to replacements. Provision of £250,000 is required in the capital budget to cover the debit balance on Unallocated Stores, that is to say the difference between the amount paid out from the Unallocated Stores Account for the purchase of equipment and the amount reimbursed to that account when the stores are issued for a particular project and their cost debited to that project. Previously provision for such a debit balance has appeared under recurrent expenditure.

Summary

	Total Capital Cost 1955-60 £
Engineering and Equipment	6,720,000
Buildings	5,470,000
Miscellaneous	700,000
Total	£12,890,000

Resultant Additional Recurrent Expenditure £1,501,000 per annum.

Prisons

162. A block allocation of £500,000 has been set aside to cover the capital cost of a programme of improvements to Government Prisons and warders' quarters during the period 1956-60. The details of this programme have not yet been prepared.

163. Provision has, however, been included in the Draft Estimates 1956-57 for the following :—

(*a*) The erection and furnishing of temporary buildings (£36,000) which is carried out under the supervision of Prisons officers.

(*b*) Construction of warders' quarters and cell blocks at Ijebu-Ode and Ilesha (£29,500) in furtherance of the policy of the Federal Department to take over a number of native authority prisons in the Western Region as trained staff becomes available.

Total Capital Cost 1955-60 .. .. £500,000.

Public Works—Highways and Bridges

164. The total estimated cost of this programme amounts to £13,633,000 which is £1,367,000 less than the projection made for Federal Roads in the International Bank Mission's Report (page 328). It will be noted, moreover, that the Bank Mission's projection was made in 1953 since when there have been appreciable increases in costs, notably of labour. This road programme represents the minimum basic requirements commensurate with the responsibility of the Federal Government to provide a Nigeria-wide network of inter-regional and international roads. It has been designed to meet the inescapable commitments for new construction and to provide improvements in width and surface to existing Federal roads and to strengthening of bridges where increasing traffic densities make this absolutely essential if these roads are to continue to be useable.

165. Now that provision has been made in the Economic Programme to cover the capital cost of the various projects, their implementation will depend upon two factors, the recruitment of the necessary technical staff and the early receipt of the road-construction equipment which has already been ordered or for which indents will be prepared on approval of the Draft Estimates 1956-57. While it is the policy of the Federal Government to use the services of contractors wherever possible, this does not obviate the necessity for the preparation of specifications, plans and contract documents by departmental officers who also have the responsibility for ensuring that specifications are followed in every respect on the ground.

166. The highways and bridges programme can, for convenience, be broken down into the following categories.

167. *New Construction* (*outside Lagos*).—The programme includes provision for new construction amounting to £2,883,000, which exceeds the International Bank Mission's projection by £883,000.

168. *Lagos-Apapa Approach Roads.*—The steady increase of traffic over recent years has made it abundantly clear that the existing road system connecting Apapa with both Lagos and the rest of Nigeria is quite inadequate for present-day purposes. With the greater traffic which will arise from the completion of the Apapa Wharf extension the existing congestion is likely to reach serious proportions, and, if the country as a whole is to derive the full benefit from increased port facilities, it is essential that road access to Apapa be radically improved at the earliest possible moment. Traffic counts taken in 1951 and 1953 have shown an increase at the rate of 15 per cent per annum at the level-crossing on the Apapa-Ebute Metta road, thus it is necessary to ensure that any improvements that are made should be capable of meeting not only present needs, but the needs of the foreseeable future, otherwise even more expensive reconstruction will later be required.

169. The problem is extremely complex and has been the subject of most careful investigations by all the planning authorities concerned; the conclusion has been reached that a modern trunk road system can most economically and effectively be achieved by constructing :—

(*i*) A new highway to accommodate four lanes of traffic from north of Carter Bridge to connect with the existing Apapa-Ebute Metta road *via* a causeway over the Ebute Metta Creek.

(*ii*) A new road, to be known as Western Avenue, to give direct access for long distance traffic to Apapa and avoid the congested areas of Yaba and Ebute Metta.

(*iii*) The widening of the existing road from Carter Bridge to Ebute Metta to accommodate four lanes of traffic.

170. These three projects, together with the cost of acquiring the necessary land for the building of Western Avenue, are estimated to cost £1,750,000.

171. *Bituminous surfacing.*—The International Bank Mission (page 36) recommends that "the emphasis of the 1955-60 programme should be on adapting the Trunk Roads A system to denser and heavier traffic"; the tarring and straightening of roads are mentioned amongst the means of achieving this end.

172. A programme of tarring and widening has been prepared at a total capital cost of £4,447,000, which, while covering basic minimum needs, should be within the capacity of the Federal Department.

173. *Strengthening Bridges.*—If the Federal highway system of Nigeria is to play its part in the economic growth of the country, it must be equipped with bridges of adequate strength to carry all the traffic offering. Many bridges on the Trunk Road A system urgently need replacement to be able to take the weight of heavy vehicles. A team of engineers is engaged on a survey of existing bridges and the preparation of drawings and contract documents for those needing replacement. £2,000,000 has been allocated in the Economic Programme for bridge strengthening, as compared with £2,500,000 contained in the projections of the International Bank Mission.

174. *Completion of projects in former programmes.*—£1,503,000 is provided for certain projects, the completion of which is carried over from the Revised Plan of Development and Welfare 1951-56. These include construction of the Kano-Maiduguri road which is partly financed from funds made available under the foreign aid programmes of the United States Government.

175. *Other Capital Expenditure.*—The Mission included £1 million in its total projections for road development to cover general expenditure on equipment, etc. The provision in the Economic Programme of £1,050,000 to cover purchase of equipment, consultants fees, ferries and rehabilitation of existing Trunk Roads A accords closely with the Mission's projection.

176. *Recurrent Expenditure.*—In order to carry out the programme outlined above, it is estimated that additional recurrent expenditure rising to £325,000 per annum will be required to cover salaries of technical and supervisory staff, maintenance of new roads, and an annual provision of £20,000 for local research on Nigerian road problems. These experiments will be carried out in conjunction with the Road Research Laboratory at Harmondsworth in England.

Summary

	Total Capital Cost 1955-60 £
New Construction (outside Lagos)	2,883,000
Lagos-Apapa Approach Roads	1,750,000
Bituminous Surfacing	4,447,000
Strengthening Bridges	2,000,000
Completion of projects in former programmes	1,503,000
Equipment, etc.	1,050,000
Total .. .. £	13,633,000

Resultant Additional Recurrent Expenditure £325,000 per annum.

OTHER PUBLIC WORKS

177. The International Bank Mission, at page 405 of its Report, projected capital expenditure of £6 million on public works, other than roads and bridges, during the period 1955-60. Under this sector of expenditure were included all the normal extraordinary works projects initiated by the Federal Public Works Department, other than highways and bridges.

178. The provision for capital expenditure of £5,339,000 which has been set aside for other public works in the Economic Programme has been reached quite independently, and falls into two sections :—

(*a*) a block allocation of £3 million to cover all federal works costing less than £25,000 each : housing for senior staff within the current establishment is included under this allocation, that for staff to be recruited in implementation of the Economic Programme being shown under the respective departmental allocations ;

(*b*) certain larger projects detailed in the following paragraphs.

179. *Lagos Water Supply.*—The present storage capacity of 6 million gallons is insufficient for even a day's supply ; it is necessary to increase this capacity both as a precautionary measure to give at least 24 hours supply in case of a breakdown and to maintain the pressure at peak periods of consumption. The International Bank Mission report states (page 44) that "public health improvement also calls for an expansion in water supplies available in Nigerian towns and villages". This applies to Lagos, where the demands for piped water will grow apace as various town planning and housing schemes are implemented.

180. *Investigation into Lagos Sewerage Scheme.*—From time to time criticism has been directed against the sanitation of Lagos, which, in the opinion of all, is unworthy of a capital city. The institution of modern sewerage would probably be the most important single contribution which could be made towards improving the health of the inhabitants of Lagos, and thus restraining the ever-increasing cost of curative measures.

181. Owing to the low-lying situation of Lagos the problems involved are of peculiar complexity, and before any concrete proposals can be framed an extensive investigation by experts will be required. The International Bank Mission (page 44) attaches particular importance to services which can help to prevent disease, in which category it includes a public sewerage system for Lagos, and provided £5 million for the purpose in its projections of capital expenditure. A firm of specialist consultants has been engaged to carry out this investigation, for the cost of which £20,000 was provided in the Interim Development Plan ; should a scheme, or series of independent schemes, come into fruition, the necessary financial provision will be required during the period 1960-65.

182. *Office Accommodation.*—Two new blocks of offices and an additional wing to the Medical Headquarters' building are to be constructed for the use of those departments at present occupying temporary or rented accommodation in Lagos.

183. *Public Works Department requirements.*—Included under this category are the building requirements of the Lagos Works Organisation (offices and yard), security measures for the Departmental Stores at Port Harcourt, 77 quarters for the additional staff estimated to be needed to implement the constructional side of the Economic Programme and plant and equipment for Ijora Sawmills and the maintenance of roads and airfields.

184. Provision has been included for additional recurrent expenditure rising to £75,000 per annum, primarily to cover the salaries of the additional staff required for the building programmes, not only of the Public Works Department itself but of other Government projects included in the Economic Programme.

Summary	*Total Capital Cost 1955-60*
	£
Works under £25,000 each	3,000,000
Lagos Water Supply	1,000,000
Investigation into Lagos Sewerage Scheme	20,000
Office Accommodation	440,000
Public Works Department requirements	879,000
Total	£5,339,000

Resultant Additional Recurrent Expenditure £75,000 per annum.

Summary, PUBLIC WORKS

	Total Capital Cost 1955-60
	£
Highways and Bridges	13,633,000
Other Public Works	5,339,000
Total	£18,972,000

Resultant Additional Recurrent Expenditure

	£
Highways and Bridges	325,000
Other Public Works	75,000
Total	£400,000 per annum.

RAILWAY CORPORATION

185. The Nigerian Railway was vested in the Railway Corporation on 1st October, 1955, thus completing, at any rate for the present, the process of placing the major public utilities of Nigeria under the control of autonomous statutory bodies. Unlike the Coal and Electricity Corporations, and the Ports Authority, the Railway Corporation has had the advantage of beginning its existence with substantial reserves accumulated during a considerable period of profitable running as a separate self-accounting department of Government, and consequently of being able to finance a substantial programme of capital development from its own resources.

186. Nevertheless, the Corporation foresees that it cannot provide the transport system which Nigeria's expanding economy demands without calling for substantial investment from outside. The programme which the Corporation wishes to undertake over the next four years is estimated to cost £20,596,000, of which a little over half (£10,576,000) is to be found from its revenue and reserves, the remainder (£10,020,000) being required as a loan from the Federal Government.

187. The most important project in the Corporation's programme is the extension of the Railway to Bornu Province, a project which has long been under consideration. The International Bank Mission recommended that surveys of the projected line should be undertaken, and the first traffic survey has already been completed, which confirms the promising economic prospects which the extension has always been thought to hold out. Engineering surveys are still in progress, but enough information has already been collected to show that it is necessary to budget for a cost of £18.5 million for construction and additional rolling stock; of this amount it is thought that about £9 million will be required during the next four years. No decision can be reached as to the route which the extension is to follow until engineering surveys have been completed, but there is bound to be some variation in the estimated cost according to the route chosen.

188. The remainder (about £11½ million) of the Corporation's capital programme for the next four years is concerned with general improvements to the railway, notably for rolling stock and locomotives, station, track and signalling improvements and the establishment of a central technical training organization at Zaria for intensifying the training of Nigerians in many aspects of railway operation.

189. The Corporation's proposals are, apart from bringing forward the Bornu extension project, broadly similar to the recommendations of the International Bank Mission, except for somewhat greater emphasis on track improvements and the provision of passenger rolling stock, which increase the general capital programme (exclusive of the extension) from the £9 million envisaged by the Mission to approximately £11½ million.

	£
Total Capital Requirement 1955-60	10,020,000
Consequential Commitment after 1959-60 (Bornu extension only) ..	9,480,000

Social Welfare

190. *Approved School for Girls.*—The absence of suitable accommodation for female juvenile delinquents in Lagos has for long been a source of great embarrassment to the Social Welfare Authorities, because, in so cosmopolitan a city as Lagos, girls whose parents or guardians are either not readily traceable or are themselves delinquents, frequently come into conflict with the law. The only possible means of dealing with such delinquent juveniles at present is to find places for them in private institutions or homes, a remedy which is of such limited application that its usefulness is now virtually exhausted and the courts are frequently obliged to discharge with a caution girls who should be removed from their existing environment if there is to be any hope of rescuing them from a life of permanent delinquency. The existing position has caused increasing concern of recent years, and a remedy has become an urgent necessity. A lease has been taken as from 1st February, 1956, on a house in Yaba which it is proposed to convert to an Approved School to accommodate forty girls and it is also planned to provide accommodation for a further forty girls as soon as possible.

	£
Total Capital Cost—all 1956-57	12,000
Resultant Additional Recurrent Expenditure	5,000 per annum

191. *Departmental Headquarters.*—For the past six years the Department of Social Welfare has been scattered over a series of highly unsuitable buildings in Lagos, many of which could only be acquired on leasehold terms. The largest and the most important section of the Department, since it concerns the future as well as the present citizens of Lagos, is that dealing with the care and reformation of juvenile delinquents and it is particularly handicapped in its present accommodation. It is proposed now to construct a single building comprising a juvenile court and attached police station, probation offices and remand homes for boys and girls.

Total Capital Cost 1955-60	£40,000

Summary

	Total Capital Cost 1955-60
	£
Approved School for Girls	12,000
Departmental Headquarters	40,000
Total	£52,000

Resultant Additional Recurrent Expenditure £5,000 per annum.

State Bank

192. In accordance with recommendations by the International Bank Mission provision is made for the establishment of a State Bank of Nigeria to supplement but not to compete with the services provided by the commercial banks in Nigeria. In particular the State Bank will deal in Government securities.

193. The sum of £350,000 has been included in the Economic Programme to cover the cost of constructing and equipping a State Bank. Provision is also made for recurrent expenditure rising to £45,000 per annum. These figures will, however, be subject to review in the light of closer estimates when detailed requirements are known.

	£
Total Capital Cost 1955-60	350,000
Resultant Recurrent Expenditure	45,000 per annum.

Survey

194. Less than two-fifths of Nigeria has been accurately mapped and an immense amount of work must be done to complete the remainder and to bring existing maps up to date. The designed national map series covering the whole of Nigeria and the Cameroons provides a total of 341 separate sheets; prior to 1939, 45 of these sheets had been completed, while a further 68 sheets have been completed since 1945, a total of 113 sheets of which 45 are very much out of date.

195. The International Bank Mission drew attention (page 31) to this dearth of topographical maps and recommended the adoption of the proposals made by the Inspector-General of Surveys (now the Director of Federal Surveys), for accelerating survey work. These proposals included a greatly enlarged Federal topographical survey organisation to complete the national survey framework of triangulation and precise levelling; aerial photography; surveys on the ground to provide control for mapping by photogrammetry; and map reproduction. The Economic Programme provides for expansion on these lines, which will necessitate extension of the departmental headquarters in Lagos, and the establishment of a Federal Survey training school for the training of field surveyors, the existing training establishments in Kaduna and Oyo being fully devoted to regional needs.

196. Provision for capital expenditure amounting to £250,000 has been included in the Economic Programme 1955-60 together with resultant additional recurrent expenditure rising to £30,000 per annum for the prosecution of this Survey programme. The International Bank Mission Report (page 273) envisaged capital expenditure of £30,000 between 1955 and 1960 and recurrent expenditure rising from £140,000 in 1954-55 to £185,000 in 1959-60, an increase of £45,000. These figures, however, include provision for surveys in the Southern Cameroons, which does not appear in the Federal Estimates. Expenditure on aerial photography appears to have been regarded as recurrent expenditure in the Mission's figures; on this basis the provision in the Economic Programme would amount to £110,000 Capital Expenditure, and additional recurrent expenditure rising to £65,000 per annum.

	£
Total Capital Cost 1955-60	250,000
Resultant Additional Recurrent Expenditure	30,000 per annum

West African Airways Corporation

197. The International Bank Mission included in its projection of capital expenditure on Air Transport (page 356 of the Report) during the period of the Economic Programme, a token provision of £200,000 to cover additions to the fleet of aircraft operated by the West African Airways Corporation.

198. The Corporation is empowered to borrow with the consent of the West African Air Transport Authority, on which all four West African Governments are represented, but has at present to look to these Governments to provide the necessary funds. Detailed proposals have not yet been received from the Corporation, but a block allocation of £280,000 is set aside to cover the Federal Government's contribution towards the loan requirements of the Corporation during the period 1955-60.

Estimated Capital Requirement 1955-60 .. .. .. £280,000

CONCLUSION

199. The Federal Government's object in preparing this Programme is to promote the economic development of Nigeria to the fullest possible extent. There is no simple or single formula for success in achieving this aim, other than an endeavour to preserve a reasonable balance between all sectors of governmental activity so that development may advance on a broad front and provide a climate which will foster and encourage the productivity of the individual, which, in the last analysis is a true index of economic progress.

200. To advance on a broad front cannot, however, mean equally rapid progress in all sectors, since past events may slow down development in some directions, and there then arises a need to move more rapidly to catch up with the general forward movement; this, as has already been noted, is particularly true of the Posts and Telegraphs Department on which the emphasis is consequently greater than in earlier development plans. Such acceleration in particular sectors does not invalidate the principle of a balanced advance.

201. It has been noted that with certain exceptions the Economic Programme follows the same general lines as do the recommendations of the International Bank Mission. The point of interest in this connection is that no conscious attempt was made to arrive at a balance between expenditures on different subjects identical with that recommended by the Mission and consequently there is good reason to believe that the Economic Programme is as near an approach as possible to the probably unattainable ideal equilibrium between the needs of all those sectors of the economy for which the Federal Government is responsible.

202. The Programme, in fact, attempts to strengthen the economy of Nigeria in a number of ways, each in their due proportion :—

(*i*) By encouraging research in as many directions as possible so as to establish new methods of increasing productivity.

(*ii*) By providing finance for the productive industries of electricity and coal and for the general encouragement of industry.

(*iii*) By promoting the expansion of higher education so as to lessen Nigeria's dependence upon outside sources of skilled manpower.

(*iv*) By providing improved social services for the Federal territory of Lagos in which the Federal Government's responsibilities are the same as those of Regional Governments in the Regions.

(*v*) By providing for improvements in those services which secure law and order (Military, Police, and Prisons) and the revenues (Customs).

(*vi*) By improving communications, both internally and at sea ports, so that trade may move more quickly and cheaply both within the country and between Nigeria and the rest of the world.

203. The Federal Government is convinced, to use the words of an eminent economist, that "a cheap and extensive system of communications is the greatest blessing which any country can have from the economic point of view" ;* it is for this reason that no less than 56 per cent of the total capital programme is devoted to communications of all kinds, in the belief that this aspect of its constitutional responsibilities provides the greatest opportunity for a decisive advance in economic development. The Federal Government is therefore confident that the fulfilment of this programme will lead to a substantial increase in the country's wealth and thus make a real contribution to Nigeria's progress towards nationhood.

* "The Theory of Economic Growth"—Professor Arthur Lewis, 1955.

APPENDIX I

THE NIGERIA (CONSTITUTION) ORDER IN COUNCIL, 1954

FIRST SCHEDULE

THE LEGISLATIVE LISTS

Part I—The Exclusive Legislative List

Item

1 Accounts of the Government of the Federation, including audit of those accounts.
2 Aliens, including naturalisation of aliens.
3 Archives, other than the public records of the Governments of the former Northern Region, the former Western Region and the fomer Eastern Region relating to the period between the twenty-third day of January, 1952, and the thirtieth day of September, 1954, and the public records of the Governments of the Regions and the Southern Cameroons.
4 Aviation, including aerodromes, safety of aircraft and ancillary transport and other services.
5 Banks and banking.
6 Bills of exchange and promissory notes.
7 Borrowing of monies outside Nigeria for the purposes of the Federation or of any Region or of the Southern Cameroons or of Lagos.
8 Borrowing of monies within Nigeria for the purposes of the Federation or of Lagos.
9 Census.
10 Citizenship of Nigeria.
11 Companies, that is to say, general provision as to the incorporation, regulation and winding-up of bodies corporate, other than bodies incorporated directly by a law enacted by the Legislature of a Region or of the Southern Cameroons, and other than co-operative societies.
12 Copyright.
13 Currency, coinage and legal tender.
14 Customs and excise duties, including export duties.
15 Defence.
16 Deportation.
17 Exchange control.
18 External affairs, that is to say, such external relations (not being relations between the United Kingdom and any Region) as may from time to time be entrusted to the Federation by Her Majesty's Government in the United Kingdom.
19 The following higher educational institutions, that is to say—
The University College, Ibadan.
The University College Teaching Hospital.
The Nigerian College of Arts, Science and Technology.
The West African Institute of Social and Economic Research.
The Pharmacy School, Yaba.
The Forest School, Ibadan.
The Veterinary School, Vom.
The Man-o'-War Bay Training Centre.
20 Immigration into and emigration from Nigeria.
21 Legal proceedings between the Government of the Federation and any other person or authority or between the Governments of Regions or between the Government of a Region and the Government of the Southern Cameroons.
22 Maritime shipping and navigation, including—
(*a*) shipping and navigation on tidal waters;
(*b*) shipping and navigation on the River Niger and its affluents and on such other inland waterways as the Governor-General may by Order declare to be an international waterway or to be an inter-Regional waterway;
(*c*) lighthouses, lightships, beacons and other provisions for the safety of shipping and navigation;
(*d*) such ports as the Governor-General may by Order declare to be Federal Ports (including the constitution and powers of port authorities for Federal Ports).
23 Meteorology.
24 Mines and minerals, including oilfields and oil mining and geological surveys.
25 Museums of the Federation, that is to say—
(*a*) the following existing museums, namely—
The Jos Museum.
The Oron Museum.
The House of Images at Esie.
The Nigeria Museum, Lagos;
(*b*) any museums established by the Government of the Federation.
26 Nuclear energy.
27 Passports and visas.
28 Patents, trade marks, designs and merchandise marks.
29 Pensions and gratuities payable out of the revenues of the Federation.

30 Police, including bureaux of intelligence and investigation.
31 Posts, telegraphs and telephones, including Post Office Savings Banks.
32 Public debt of the Federation.
33 Public relations of the Federation.
34 Public service of the Federation, including the settlement of disputes between the Federation and officers in the public service of the Federation.
35 Railways, including ancillary transport and other services.
36 Taxes on income and profits, except taxes on the incomes or profits accruing in or derived from, any Region or the Southern Cameroons of Africans resident in any Region or the Southern Cameroons and African communities in any Region or the Southern Cameroons.
37 Trade and commerce among the Regions, the Southern Cameroons and Lagos.
38 Trunk roads, that is to say, the construction, alteration and maintenance of roads declared by the Governor-General by Order to be Federal Trunk Roads.
39 Water from sources declared by the Governor-General, by Order, to be sources affecting more than one Region or a Region and the Southern Cameroons.
40 Weights and measures.
41 Wireless, broadcasting and television other than broadcasting and television provided by the Government of a Region or of the Southern Cameroons; allocation of times and wavelengths for wireless, broadcasting and television transmission.
42 Any matter, not mentioned elsewhere in this List, that is incidental to the execution of any power conferred by or under this Order upon the Federal Legislature, the Government of the Federation or any department or officer of that Government.
43 Any matter, not mentioned elsewhere in this List, with respect to which power to make laws is conferred by this Order upon the Federal Legislature, not being a matter with respect to which power to make laws is also conferred upon the Legislature of a Region or the Southern Cameroons.

Part II—The Concurrent Legislative List

1 Administration of estates.
2 Antiquities.
3 Bankruptcy and insolvency.
4 Chemical services, including analytical services.
5 Commercial and industrial monopolies, combines and trusts.
6 Commissions of inquiry.
7 Dangerous drugs.
8 Electricity.
9 Evidence.
10 Fingerprints, identification and criminal records.
11 Gas.
12 Higher education, that is to say, institutions and other bodies offering courses of a university, technological or of a professional character, other than the institutions referred to in item 19 of the Exclusive Legislative List.
13 Industrial development.
14 Insurance.
15 Labour, that is to say, conditions of labour, industrial relations, trade unions and welfare of labour.
16 Movement of persons between Regions, the Southern Cameroons and Lagos.
17 National Monuments, that is to say—
(*a*) monuments in a Region designated by the Governor-General by Order, with the consent of the Governor of that Region, as National Monuments;
(*b*) monuments in the Southern Cameroons designated by the Governor- General by Order as National Monuments.
18 National Parks, that is to say—
(*a*) the control of any area in a Region designated by the Governor-General by Order, with the consent of the Governor of that Region, as a National Park;
(*b*) the control of any area in the Southern Cameroons designated by the Governor-General by Order as a National Park.
19 Prisons and other institutions for the treatment of offenders.
20 Professional qualifications in respect of such professions as, and to the extent that, the Governor-General may by Order designate; registration and disciplinary control of me mbers of professions so designated.
21 Promotion of tourist traffic.
22 The maintaining and securing of public safety and public Order (but not including defence); the providing, maintaining and securing of such supplies and services as the Governor-General may by Order declare to be essential supplies and services.
23 Quarantine.
24 Registration of business names.
25 Sanctioning of cinematograph films for exhibition.
26 Scientific and industrial research.
27 Statistics.
28 Traffic on Federal Trunk Roads.

29 Trigonometrical, cadastral and topographical surveys.

30 Trustees, that is to say—
(*a*) general and official trustees;
(*b*) trustees of communities or of bodies or associations established for religious, educational, literary, social, scientific or charitable purposes.

31 Water-power.

32 Any matter, not mentioned elsewhere in this List, that is incidental to the execution of any power conferred by or under this Order upon the Legislature of a Region or of the Southern Cameroons, the Government of a Region or the Southern Cameroons or any department or officer of that Government.

33 Any matter with respect to which the Federal Legislature is authorized to make laws for a Region or the Southern Cameroons by the Legislature of that Region or the Southern Cameroons, as the case may be to the extent of the authority conferred by that Legislature.

34 Any matter, not mentioned elsewhere in this List, with respect to which power to make laws is conferred by this Order upon both the Federal Legislature and the Legislature of a Region or the Southern Cameroons.

APPENDIX II

FINANCIAL SUMMARY OF THE ECONOMIC PROGRAMME

I.—Capital Expenditure—Loans

Subject	*Total Capital Requirement 1955-60* £
Building Society	500,000
Cameroons Development Corporation	1,000,000
Electricity Corporation, Nigeria	7,170,000
Industry	800,000
Lagos Town Planning	3,260,000
Nigerian Coal Corporation	400,000
Nigerian Ports Authority	2,638,000
Nigerian Railway Corporation	10,020,000
West African Airways Corporation	280,000
Total	£26,068,000

II.—Capital Expenditure on Government Account

Subject	*Total Capital Cost 1955-60* £
Broadcasting	400,000
Building Research Institute	80,000
Central Records Office	51,000
Civil Aviation	1,400,000
Customs and Excise	135,000
Defence	2,701,000
Education—General	1,766,000
Education—Higher	1,401,000
Geological Survey and Mining	42,000
Government Press	350,000
Hotels	40,000
Industry	515,000
Lagos Town Planning	1,050,000
Medical and Health	2,591,000
Meteorology	76,000
Natural Resources Research	1,442,000
Police	1,000,000
Ports and Inland Waterways	10,214,000
Posts and Telegraphs	12,890,000
Prisons	500,000
Public Works—Highways and Bridges	13,633,000
Other Public Works	5,339,000
Social Welfare	52,000
State Bank	350,000
Survey	250,000
Total	£58,268,000

* Includes £3 million for works costing less than £25,000 each.

CAPITAL EXPENDITURE

	£
I. Loans	26,068,000
II. Government Account	58,268,000
Total	84,336,000
Margin for Increased Cost	7,000,000
Total, Capital Expenditure	£91,336,000

CONSEQUENTIAL COMMITMENTS AFTER 1959-60

Loan Expenditure

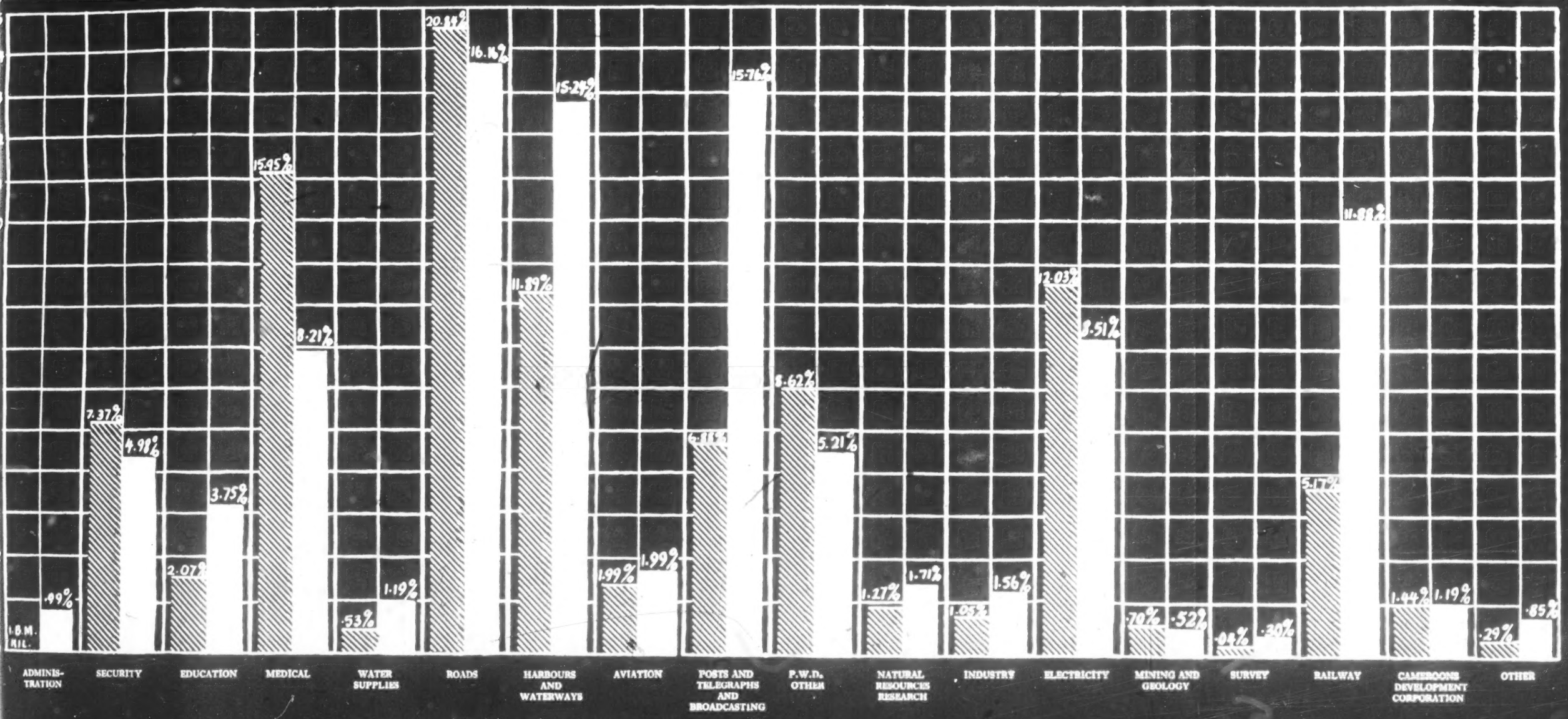
	£
Electricity Corporation, Nigeria	1,500,000
Lagos Town Planning	450,000
Nigerian Railway Corporation	9,480,000
Total, Consequential Commitments after 1959-60	£11,430,000

III.—Resultant Additional Recurrent Expenditure

Subject	*Resultant Additional Recurrent Expenditure per annum*
	£
Broadcasting	232,000
Building Research Institute	15,000
Central Records Office	10,000
Civil Aviation	50,000
Customs and Excise	9,000
Defence	437,000
Education—General	300,000
Education—Higher	311,000
Geological Survey and Mining	6,000
Industry	25,000
Medical and Health	271,000
Meteorology	5,000
Natural Resources Research	312,000
Police	225,000
Posts and Telegraphs	1,501,000
Public Works—Highways and Bridges	325,000
Other Public Works	75,000
Social Welfare	5,000
State Bank	45,000
Survey	30,000
Total, Resultant Additional Recurrent Expenditure	£4,189,000* per aunum

* Excluding the cost of the Gorsuch salaries revision, wage awards and the Lidbury regrading of the Posts and Telegraphs Department.

FEDERAL ECONOMIC PROGRAMME, 1955-60: COMPARISON WITH CAPITAL PROJECTIONS OF THE INTERNATIONAL BANK MISSION



NOTES

(*i*) Economic Programme provision

International Bank Mission projections

(*ii*) Percentages above each pillar indicate the percentage of the total provision in the Economic Programme (excluding the margin for increased cost) or of the International Bank Mission projections attributable to the sector in question.

(*iii*) The International Bank Mission projections portrayed in the pillargraph do not include a further £1,250,000 (1.80 per cent of the total projection), which the Mission recommended for expenditure on Lagos though not specifying the sectors to which it was to be attributed, nor the projection of £45,000 (0.07 per cent) for Marketing and Exports as there is no comparable provision in the Economic Programme.

(*iv*) The four sectors headed "Agriculture", "Fisheries", "Forestry", and "Veterinary" in the International Bank Mission projections have been combined under the single heading "Natural Resources Research" to accord with the layout of the Economic Programme.

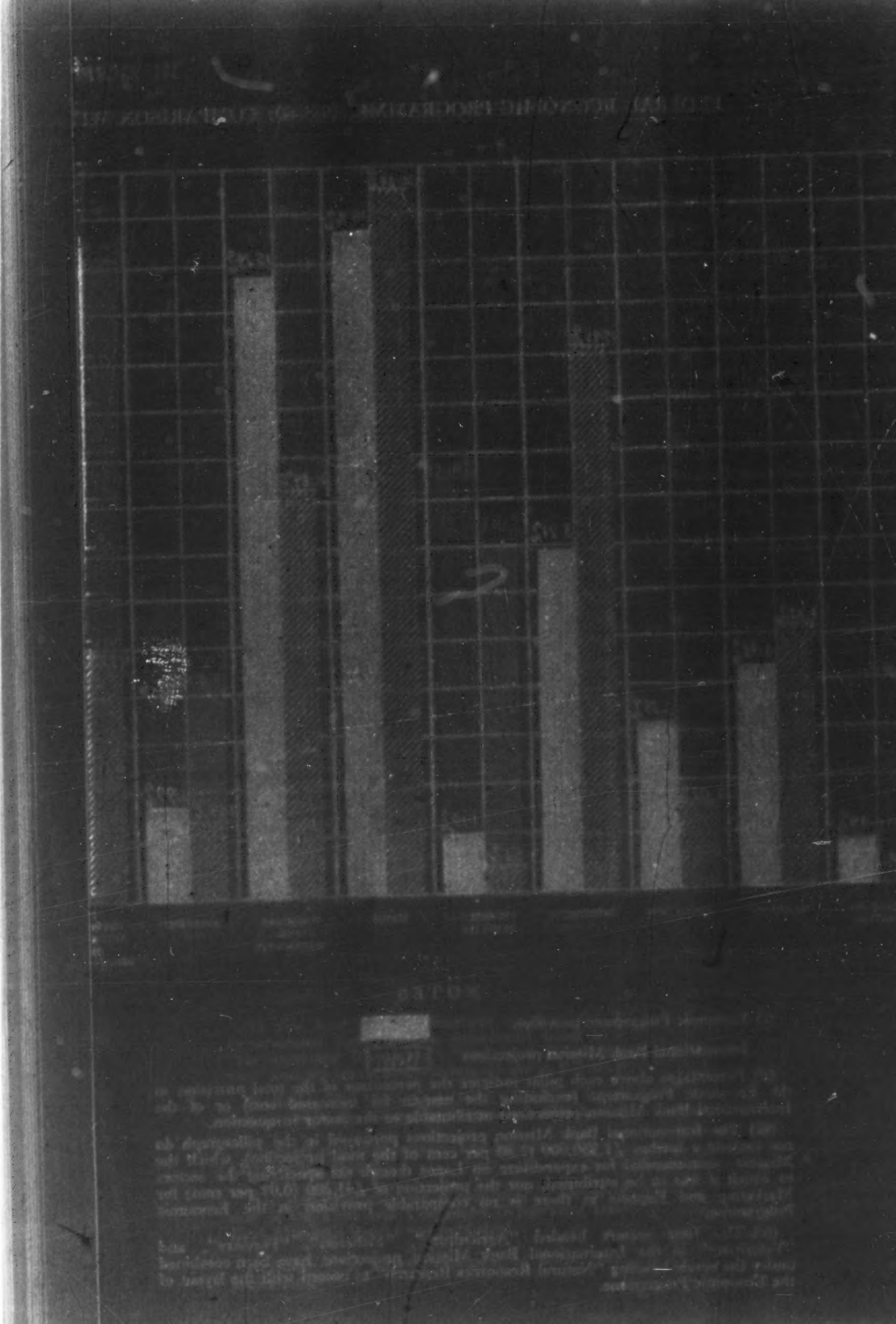
(*v*) The four major differences between the Economic Programme and the International Bank Mission projections occur in the sectors headed "Medical", "Harbours and Waterways", "Posts and Telegraphs and Broadcasting", and "Railway" and are respectively accounted for as follows :—

Medical.—The Mission projected £5 million for expenditure on a Lagos Sewerage Scheme while the Economic Programme only includes £20,000 for an investigation.

Harbours and Waterways.—The Mission did not envisage the carrying out of the Escravos Bar project.

Posts and Telegraphs and Broadcasting.—The Aedy-Ellis report on the re-organisation of the Posts and Telegraphs Department was received after the International Bank Mission's Report was published.

Railway.—The railway extension to Bornu was not included in the Mission's projections.



APPENDIX IV

THE 1956–57 PROGRAMME

NOTE :—This Appendix is designed to give more detailed information about some projects for which provision has been made in the 1956-57 Draft Estimates. Where the particulars given in the Economic Programme are adequate, no special mention is made in this Appendix, other than inclusion in the financial summary of the sums for which approval is sought in 1956-57.

BUILDING SOCIETY

Building Societies operate on the principle of making loans for the construction of houses, the security being the houses themselves. This principle has had marked success in the United Kingdom and elsewhere in encouraging house building by private individuals, and the Colonial Development Corporation has already established a most successful subsidiary company, the Federal and Colonial Building Society of Singapore ; it is now proposed that a similar company should be set up in Nigeria with Government support and £500,000 is therefore set aside for the Government contribution in equity. It is hoped that the Colonial Development Corporation will be able to participate and contribute substantial additional capital to the company, as experience in Singapore indicates that the larger the amount of capital available the better are the prospects of successful operation of this type of business. Government participation would be in no sense regarded as a grant, but as an investment from which good returns may be expected once the company is firmly established.

2. The International Bank Mission stated at page 100 of its Report :—

"A serious gap in the credit structure is the lack of institutions designed to make long-term loans for home construction. Some provision is made for Government loans to African Civil Servants but no other facilities are available. At some future time, consideration should be given to the use of Government funds and possibly Post Office Savings Bank Funds, to provide, from a suitable intermediary, building loans to private borrowers".

3. The proposed building society would go a long way to meet the gap in the credit structure to which the Mission refers, and would furthermore have a stabilising effect on the economy by offering to families, which would otherwise have had to rely on rented accommodation, the chance to purchase homes of their own, and thereby become both more responsible and more contented citizens.

	£
Estimated contribution required from the Federal Government, 1955-60 (all in 1956-57)	500,000

CIVIL AVIATION

4. Although provision of £270,000 was made under paragraphs 13 to 18 of the Interim Development Plan for various civil aviation projects, their implementation has been delayed by a series of factors culminating in the necessity for devoting all the resources available to raising the standard of all aerodromes in use during Her Majesty's visit. Consequently similar provision has had to be made, in the majority of cases, in the 1956-57 Draft Estimates, relevant details of which are given below.

5. *Aerodromes : new construction and improvements.*—A block provision of £50,000 for improvements to runways, etc., has been made under the Public Works Extraordinary Head of the Capital Budget, but a detailed programme has not yet been prepared.

6. *Operational Lighting.*—It is estimated that £15,000 will be required in 1956-57 for the installation of low-intensity runway lighting at Jos, Kaduna and Lagos.

7. *Airport Buildings.*—£40,000 is provided for the reconstruction of terminal buildings a Benin, Enugu and Jos, where the accommodation at present in use was built to meet the need of aircraft carrying small numbers of passengers. These buildings are quite inadequate to cop with the recently introduced internal services based on larger aircraft. Standard buildin designs have been approved.

8. A further £28,000 is provided for an Operations Block at Lagos Airport; plans hav already been completed which accord with the requirements of the departments which will us the building. The existing control tower was built during the war, and now constitutes technical obstruction to the new runway; furthermore it is wrongly sited for proper control aircraft on the parking apron. The great importance of effective and safe control of aircra necessitates construction of a new control tower in a correct position, together with a ne operations block, of which the tower is an integral portion.

9. *Telecommunications Equipment.*—Equipment is required for four purposes:—

(*i*) the completion of the external radio teletype links; it is estimated that £25,000 will expended in 1955-56 on the Accra-Lagos and Kano-Brazzaville sections and provision h been made in the 1956-57 Draft Estimates for a further £41,000 for the Kano-Londo section; it has yet to be decided whether the link in the latter section will be across Fren West Africa or *via* Nairobi. Total £66,000.

(*ii*) completing the installation of distance measuring facilities at Kano and Lagos £25,000 in 1956-57. Total £30,000.

(*iii*) installation of radio-teletype links; £12,000 in 1956-57. Total £15,000.

(*iv*) the very high frequency radio-telephone network; £23,000 in 1956-57. Total £55,00

10. *Control Tower Equipment.*—£3,000 is provided for operational control desks at J Calabar, Makurdi, Benin and Oshogbo.

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation the Econom Programm* 1955-60
	£	£	£	£
Aerodromes: new construction and improvements	—	50,000	50,000	761,00
Operational Lighting	8,000	15,000	23,000	51,00
Airport Buildings	—	68,000	68,000	419,00
Telecommunications Equipment	25,000	101,000	126,000	166,00
Control Tower Equipment	—	3,000	3,000	3,00
Total .. .. £	33,000	237,000	270,000	1,400,00
Resultant Additional Recurrent Expenditure ..	..	..	..	£50,00 per ann

DEFENCE

11. Apart from the initial expenditure on the Command Headquarters the total cap provision for defence in the Economic Programme is for the period 1956-60 only; expendi on military accommodation and buildings under Head 25 sub-head 14 of the 1955-56 Estim and on certain construction projects included in the Public Works Extraordinary Hea those Estimates does not therefore form part of the Programme.

12. Provision has been made in the Capital budget of the 1956-57 Draft Estimates for following projects required by the military forces.

13. *Construction Programme*

Resiting 41 Command Supply Depot £97,200

The existing site occupies land which is required by the Nigerian Railway Corporation for the development of its sidings. The Corporation has no alternative land on which to expand these sidings.

Other Ranks Quarters £200,000

Barracks are required by the units of the Nigerian Signal Squadron and the West African Army Service Corps for which there is no military accommodation.

14. *Military Buildings and Accommodation.*—During the period 1956-60, £880,000 will be provided in annual instalments of £220,000 for the maintenance and construction of military buildings and accommodation and will be shown in the Capital Budget. This sum provides for a reduction as compared with previous years in the sum spent on the maintenance of buildings as permanent accommodation is built, and includes an appropriate sum from the provision made in the Economic Programme of a 10 per cent margin for increased cost of capital construction.

15. *Command Headquarters.*—The Gold Coast Government will assume full financial responsibility for the upkeep of its military forces with effect from 1st April, 1956, when the control of and responsibility for the Gold Coast Military Forces will pass from the Army Council in the United Kingdom to the Governor of the Gold Coast. This transfer will become effective on 1st July, 1956, when the West African Command Headquarters at Accra will cease to exist, and the functions which it performs on behalf of the Nigerian Military Forces will become the responsibility of the Headquarters of the Nigerian Military Forces in Lagos. A considerable expansion in the size of the Nigerian Headquarters will consequently be necessary at an estimated capital cost of £269,000. In order that the enlarged Nigerian Headquarters should be in a position to operate as from 1st July, 1956, it was imperative that a start should be made on the building programme in 1955, and approval for the release of funds was accordingly given by the Standing Committee on Finance. The revised estimate of expenditure during 1955-56 amounts to £40,000, provision for the remaining £229,000 being included in the Draft Estimates 1956-57.

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
	£	£	£	£
I. *Military Forces*				
Construction Programme	—	297,200	297,200	1,582,000
Military Buildings and Accommodation ..	—	200,000*	200,000	800,000
Command Headquarters	40,000	229,000	269,000	269,000
Total, Military Forces	40,000	726,200	766,200	2,651,000
II. *Naval Force*	—	—	—	50,000
Total .. .. £	40,000	726,200	766,200	2,701,000
Resultant Additional Recurrent Expenditure				
Military Forces		..	..	£400,000
Naval Force		..	..	37,000
Total		..	..	£437,000 per annum.

* Actual provision in the 1956-57 Estimates is £220,000, inclusive of the 10 per cent margin for increased cost.

GENERAL EDUCATION

16. In order to carry out its intention to provide universal primary education in Lagos as from 1st January, 1957, the Federal Government is making every effort to ensure that sufficient accommodation will in fact be available by that date. It is estimated that capital expenditure amounting to £273,000 will have been incurred on general education in 1955-56, and provision is made for a further £678,850 in the 1956-57 Capital Budget (Head 603 Sub-head 5, Head 605 Sub-head 5).

17. *Primary Education.*—Provision has been made in the Economic Programme for th construction of 910 new classrooms at an average cost of £1,000 each, as compared with th 800 classrooms at an average cost of £800 each forecast in the White Paper on Education 195 The increase in the number of classrooms allows for non-automatic promotion involving a estimated 10 per cent retardation and for non-participation in the scheme for universal fre primary education of certain unapproved Voluntary Agencies, which it had previously bee proposed to include. The rise in the average cost per classroom is accounted for by th necessity to provide water borne sanitation to comply with the building regulations and t construct multi-storey buildings in congested areas. It allows also for certain increases in th wage rates of daily employed workers. An agreement has been reached with consultin architects covering the construction of 288 single storey classrooms, the plans, working drawing and specifications having already been approved. The revised estimate for 1955-56 for thi purpose is £60,000 and provision of a further £311,200 has been made in the 1956-57 Capita Budget to cover construction of single and multi-storey buildings.

18. It is estimated that £208,000 will be required for repairs to and rebuilding of voluntar agency schools, the need for which became apparent from the investigations carried out afte the St. Peter's School disaster. This will include the rebuilding of 117 classrooms. Th revised estimate for expenditure during 1955-56 amounts to £113,000, and provision of further £79,000 has been made in the Capital Budget 1956-57.

19. *Acquisition of Sites for Primary School Buildings.*—The total allocation for this purpos is £275,000: it is estimated that £50,000 will have been spent in 1955-56, and a furthe £100,000 is provided under the 1956-57 Capital Budget.

20. *Teacher Training.*—£43,000 is set aside for the construction of a Government Trainin Centre for Grade II and III teachers and for instructors in domestic science, and include quarters for two senior staff. £25,000 is required as a grant-in-aid towards the establishmen of a training college for teachers in the Muslim Schools, the college to be under the proprietor ship of one of the Muslim Societies; provision of £15,000 has been made in the 1956-5 Capital Budget for the first part of the grant-in-aid to cover the establishment of this college

21. *Post Primary Education.*—In order to implement the Federal Government's aim o providing continued education for 25 per cent of those who successfully complete the primar stage in institutions best suited to the aptitude and inclination of each pupil, provision ha been made both for grants to voluntary agencies and for construction of government institutions The former includes secondary grammar schools for boys and girls, commercial schools an girls' modern schools, the government institutions comprise a Junior Technical School an Domestic Science Centre together with the construction of two public examination halls.

22. Queen's College provides education for girls between the ages of 11 and 18 and ha been housed for many years in temporary accommodation. The project for construction o a permanent building was omitted from the White Paper on Education, 1955, as provision wa already included in the 1955-56 Estimates for planning the College; £118,000 is now set aside for the construction of the College to include quarters for senior staff and provision has bee made for the whole project in the 1956-57 Capital Budget, as well as for grants-in-aid fo secondary schools and girls' modern schools, amounting to £55,650.

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
	£	£	£	£
Primary Education: buildings	173,000	390,200	563,200	1,123,000
Acquisition of sites for primary school buildings	50,000	100,000	150,000	275,000
Teacher Training..	18,500	15,000	33,500	68,000
Post Primary Education: buildings	31,500	173,650	205,150	300,000
Total .. .. £	273,000	678,850	951,850	1,766,000

Resultant Additional Recurrent Expenditure (Additional to the contribution from Lagos Town Council) .. .. £300,000 per annum

HIGHER EDUCATION

23. Detailed proposals have not yet been received from the governing bodies of University College, Ibadan, the University College Teaching Hospital, and the Nigerian College of Arts, Science and Technology for expenditure during the year 1956-57; provision has however been made in the Capital Budget based upon tentative block estimates of the requirements of the Institutions in accordance with the following summary:—

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
	£	£	£	£
University College, Ibadan	—	75,000	75,000	472,000
University College Teaching Hospital	—	8,350	8,350	350,000
Nigerian College of Arts, Science and Technology	33,000	300,000	333,000	579,000
Total .. .. £	33,000	383,350	416,350	1,401,000

Resultant Additional Recurrent Expenditure—University College, Ibadan £66,000
Nigerian College of Arts, Science and Technology £245,000
Total £311,000
per annum.

GEOLOGICAL SURVEY AND MINING

24. *Ore Dressing Plant for the Mines Department.*—At a conference on mining, held in Jos in January 1954, it was agreed that it was desirable that the Mines Department should run a School of Mines on the Plateau, offering adult education for Africans up to a standard acceptable under section 35 of the Minerals Ordinance for appointment of managers of mines. This standard includes the possession of some technical knowledge, and one of the most important subjects on which training is required today is ore dressing. In recent years minerals other than tin have come into prominence in Nigeria, and the extraction of columbite and thorite requires complicated apparatus such as electrostatic and magnetic separators and air float tables. It is not sufficient for trainees to see this apparatus in other firms' mills; they should be able to experiment with and use it. The country's eventual economic benefit is clear, since the trainees will, as Managers, be able to ensure the extraction of the greatest amount of payable mineral from the ore removed from the ground.

25. When the mill is not being used for practical demonstration to trainees, it can be hired to the smaller mine operators (who include African operators) for dressing their own concentrates or obtaining a greater extraction from their tailings. Small owners, and particularly African owners, are unable to afford their own air floats and electrostatic and magnetic separators. They thus take their concentrates to be separated at other miners' mills on payment. The capacity of these mills is limited and, therefore, Government may expect to see an annual cash return from expenditure on a pilot mill. The necessity for a plant for this purpose was recognized by the International Bank Mission on page 276 of their Report (sub-paragraph (*b*)). £24,000 is required to cover the cost of a building for the mill, equipment and a quarter for the ore dresser.

	£
Total Capital Cost 1955-60 (all in 1956-57)	24,000
Resultant Additional Recurrent Expenditure	3,000 per annum.

26. *Ore Dressing Plant for Geological Survey Department.*—Since 1940, the mining companies in Nigeria have been faced by ore-dressing problems and much new and complex machinery has been introduced to separate valuable minerals such as columbite which would

otherwise have been wasted. The Geological Survey Department has well equipped laboratories for mineralogical and chemical research in Kaduna and has rendered valuable assistance in identification of rare minerals and in studying the methods of separating them. The value of this assistance has been acknowledged by mining companies and certain techniques used by the Geological Survey Department have been adopted by at least one of the leading concerns. More research is urgently needed to improve existing methods of extraction, to devise means of reducing wastage of valuable minerals, and to explore the possible advantages of introducing new techniques. For these purposes the Geological Survey Department urgently needs an ore-dressing plant. Since the purposes for which this plant is required are somewhat different from those to which the Mines Department plant is to be put, a different type of plant will be necessary.

	£
Total Capital Cost 1955-60 (all in 1956-57)	18,000
Resultant Additional Recurrent Expenditure	3,000 per annum.

INDUSTRY

27. *Institute of Applied Technical Research.*—Provision of the total capital sum of £260,000 set aside for this project in the Economic Programme has been made in the Draft Estimates 1956-57, which is tentatively estimated as covering the cost of buildings, quarters and equipment and working capital.

28. Efficient operation of the Institute will call for day-to-day purchases of raw materials and stores which will be offset, at least in part, by proceeds from the disposal of such of the output from the experiments as may be saleable; it is considered that this need can best be met by the establishment of a trading suspense account, financed from the Institute's working capital, and subject to suitably devised accounting procedures.

29. *Industrial Estate.*—It is intended not only to make available to the small industrialist suitable rented factory space but also to ascertain whether or not such a scheme can, in Nigeria, become economically viable. To this end it will be necessary to keep a set of consolidated trading accounts, showing outgoings and incomings in the form of rents, etc. Provision has therefore been made in the Draft Estimates 1956-57 for the whole of the £80,000 set aside in the Economic Programme for this project, to cover the cost of buildings and working capital.

30. *Federal Loans Board.*—The Board is to be appointed by the Federal Minister of Trade and Industry and to consist of a chairman and from six to ten members. It is to be financed from the £300,000 set aside for this purpose in the Economic Programme, and provision has accordingly been made for £150,000 in the Draft Estimates 1956-57. It is also intended that the Board should administer the residual Federal assets of the Colony Board, which derived from grants made by the Central Government and by the Oil Palm Produce Marketing Board. The apportionment of these assets between the Federal and Western Regional Governments is still under discussion.

31. It is essential to offer every inducement to Nigerians to enter the field of industry, and it is partly in pursuance of this aim that the Apapa Estate is at present laid out. The Federal Loans Board is therefore intended firstly to provide capital for the small entrepreneur and secondly to meet the needs of the would-be borrower who is desirous of establishing an enterprise of a size able to bear managerial and accounting costs, and requiring capital investment within the range of £15,000 to £50,000. For these purposes the sum of £300,000 is included in the Economic Programme.

32. These funds are also intended to meet the financial needs of the smaller Nigerian industrialists, both those who take up accommodation on the Industrial Estate and those who, for various reasons, may be unable or unwilling to do so but who require loans for the purchase of machinery and for working capital.

33. The Board will be authorised normally to make loans to persons, and to private or public companies, and co-operative societies for the promotion of industrial development in Lagos and its environs. In this context the term "environs" includes any place in the Western Region within ten miles of the Lagos boundary. Exceptionally, with the sanction of the Governor-General-in-Council and of the Governor-in-Council of the Region concerned (or of the Executive Council of the Southern Cameroons) loans between £30,000 and £50,000 could be approved for industrial projects in other parts of Nigeria.

34. In accordance with the recommendations of the International Bank Mission, it is intended in the future to exercise much more stringent control over the expenditure of loan monies. Officers of the Department of Commerce and Industries will be available for this purpose and also to supply the Loans Board with technical appreciations of proposals submitted to it for financial assistance.

35. *Loans for Major Projects.*—It is intended that disbursements from the sum of £500,000 set aside in the Economic Programme for this purpose should be made only with the approval of the Governor-General-in-Council. The advice of the small group of technical officers within the Ministry will be available to the Minister in assessing the economic aspects of schemes submitted to him. £200,000 is included in the Capital Budget 1956-57 for this purpose.

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
	£	£	£	£
I. Loan Expenditure				
Federal Loans Board	—	150,000	150,000	300,000
Loans for Major Projects	—	200,000	200,000	500,000
Total, Loan Expenditure	—	350,000	350,000	800,000
II. Other Expenditure				
Institute of Applied Technical Research		260,000	260,000	260,000
Industrial Estate	—	80,000	80,000	80,000
Underwriting Share Capital of Nigerian Cement Company	—	175,000	175,000	175,000
Total, Other Expenditure	—	515,000	515,000	515,000
Total, Industry .. .. £	—	865,000	865,000	1,315,000
Resultant Additional Recurrent Expenditure	..	..	..	£25,000 per annum.

LAGOS TOWN PLANNING

Loan Expenditure

36. The Lagos Executive Development Board expects to incur loan expenditure amounting to £210,000 during 1955-56, on slum clearance projects and £60,000 on development at Surulere. Provision for a further £902,000 has been included in the 1956-57 Capital Budget, £480,000 for slum clearance projects and £100,000 for development at Surulere, while £322,000 is provided for the completion of Apapa Estate and construction of Offices, Stores and Staff Quarters for the Board. Details of those projects for which loans will be required in 1956-57 are as follows.

37. *Central Lagos Slum Clearance Scheme.*—The Scheme envisages slum clearance, in the Centre of Lagos, of an area of nearly 70 acres for which a planning scheme has already been completed. The Clearance will be carried out in twelve stages each consisting of a section of the total area : it will be necessary, section by section, to acquire the existing property, clear the area, construct roads and drains and provide essential services. As soon as site development is

complete plots will be sold, giving preference as far as possible to the original owners. The whole scheme is expected to take ten years to complete from 1st October, 1955, the date on which it first came into operation, rebuilding being as far as possible undertaken by private enterprise. Although the Board will by the sale of developed land recover expenditure on acquisition, compensation, clearance and site development, some time must elapse between the incidence of this expenditure and its complete recovery, and in the interim, the Board will require access to funds sufficient to cover the maximum debit balance in the Clearance Scheme's account. This will probably occur in 1959-60 by which time the outgoings of the Scheme will probably exceed income from the resale of plots by £980,000; provision to this amount has accordingly been included in the Economic Programme. It is estimated that the initial £60,000 will be taken up in 1955-56; a further £230,000 is provided in the 1956-57 Capital Budget.

38. *Surulere Rehousing Scheme.*—The Board has already embarked upon this project which entails the construction of 913 houses at Surulere to accommodate some 5,000 people who will be displaced from the Central Lagos area stage by stage as the slum clearance progresses. £150,000 has been taken up in 1955-56 and a further £150,000 is provided in the 1956-57 Capital Budget.

39. *Mortgage Scheme.*—Provision was made under paragraph 36 of the Interim Development Plan for a mortgage scheme to enable dispossessed persons to borrow the money they require to rebuild their homes in the cleared areas of the slum clearance scheme. It is estimated that the maximum amount which will be outstanding at any one time will be £1 million, but that this stage will not be reached until after 1959-60. £850,000 is included in the Economic Programme for this purpose, and provision for the initial £100,000 made in the 1956-57 Capital Budget.

40. *Water Drainage, Surulere.*—There are at present three housing schemes at Surulere: the Rehousing Scheme, the Itire Road Estate and the Lagos Housing Scheme (low income group housing estate); the surface water from each estate is drained to the nearest low-point in the neighbourhood, but, as the area is developed, it is likely that these low-points will become saturated and the water table will rise and make surface water drainage a matter of great importance. The Board has devised a Scheme whereby these low-lying points can be drained off into a nearby swamp. Although £100,000 has been provided in the 1956-57 Capital Budget for this scheme, its implementation will depend upon the Report on the Sewerage and Drainage Scheme for Lagos, provision for which appears under the Public Works section of the Economic Programme.

41. *Completion of the Apapa Estate.*—The Apapa Estate consists of two planning areas which have been developed to provide industrial and residential areas adjacent to the port at Apapa. The estate is now almost completed and was originally financed by loans of £1¼ million from the Colonial Development Corporation and £600,000 from Government. The Board has now applied for a further loan of £200,000 to complete this estate, provision for which has been made in the 1956-57 Capital Budget.

42. *Lagos Executive Development Board: Offices, Stores and Staff Quarters.*—Additional office and living accommodation will be required by the Board in order to keep pace with the expansion of staff necessitated by the large capital works programme. Provision for loans of £62,000 for offices and stores, and £60,000 for staff quarters has been included in the 1956-57 Capital Budget.

Other Expenditure

43. Two further projects will be carried out by the Lagos Executive Development Board on behalf of Government. Detailed financial arrangements have not yet been worked out, but the schemes are to be financed initially by direct appropriations from Federal funds. They are the Lagos Housing Scheme 1955 for which £1,000,000 was approved at the 1955 budget meeting of the House of Representatives, and the Victoria Island investigation for which it is estimated that £50,000 will be required.

44. *Lagos Housing Scheme* 1955.—The Scheme is intended to provide a low income housing estate at Surulere at an estimated total cost of £1 million, with which sum it is proposed to develop the site and construct 1,300 houses. These houses will remain the property of the Federal Government but will be let to suitable tenants at the lowest rental possible. This is in accordance with the intention of the Legislature when approving an appropriation for this purpose.

45. *Victoria Island Investigation.*—Despite the fact that a development plan is under preparation for the whole of the 1,500 acres of the Surulere area, the demand for building sites for residential, commercial and industrial purposes in the immediate vicinity of Lagos island is increasing so rapidly, that it is essential to look ahead and consider where the demand can best be met when the whole of the Surulere area has been taken up. The Crown holds title to some 1,517 acres on Victoria Island, 1,400 of which the Lagos Executive Development Board considers could be reclaimed and developed to provide a large area for housing for all income groups. Before a reclamation scheme can be prepared, however, it will be necessary to conduct a rigorous topographical and geological survey of the area and an investigation into the availability of sand in Five Cowrie Creek for reclamation puposes at a total estimated cost of £50,000.

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
I. *Loan Expenditure*	£	£	£	£
Central Lagos Slum Clearance Scheme ..	60,000	230,000	290,000	980,000
Mortgage Scheme	—	100,000	100,000	850,000
Central Area Rebuilding	—	—	—	200,000
Surulere Rehousing Scheme	150,000	150,000	300,000	640,000
Itire Road Estate	60,000	—	60,000	120,000
Water Drainage, Surulere	—	100,000	100,000	100,000
Completion of Apapa Estate	—	200,000	200,000	200,000
L.E.D.B.: Offices and Stores	—	62,000	62,000	110,000
L.E.D.B.: Staff Quarters	—	60,000	60,000	60,000
Total, Loan Expenditure .. £	270,000	902,000	1,172,000	3,260,000

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
II. *Other Expenditure*	£	£	£	£
Lagos Housing Scheme 1955	87,000	450,000	537,000	1,000,000
Victoria Island Investigation	15,000	35,000	50,000	50,000
Total, Other Expenditure ..	£102,000	485,000	587,000	1,050,000
TOTAL, LAGOS TOWN PLANNING	£372,000	1,387,000	1,759,000	4,310,000

Recurrent Expenditure

NIL

Consequential Commitment after 1959-60 (Loan Expenditure)

Mortgage Scheme	£150,000
Central Area Rebuilding	£300,000
TOTAL	£450,000

MEDICAL AND HEALTH

46. Of the projects included in the Medical and Health section of the Economic Programme, the following are those for which specific provision has been included in the 1956-57 Draft Estimates.

47. *Chest Clinic.*—The proposal is to convert a building, in the grounds of the General Hospital, at present used as a medical store into a proper Chest Clinic with mass radiography equipment for the early diagnosis and treatment of T.B. complaints.

48. *Three Out-patients' Dispensaries.*—To relieve the pressure on the out-patient department of the Broad Street Hospital, out-patient dispensaries are to be built at Ebute Metta, at John Street and at Massey Street, where sites are already available or have been selected. Each dispensary will consist of four consulting rooms and ancillary accommodation, and will be staffed by two Government Medical Officers, a nursing sister and three nurses. The accommodation will also provide facilities for private practitioners wishing to assist in out-patient work, and for ante-natal and child welfare services.

49. *School of Medical Laboratory Technology.*—Under present arrangements technical staff for medical units receive advanced training in the United Kingdom where they take the Intermediate examination of the Institute of Medical Laboratory Technology. The proposal is to convert an existing building and equip it so that such training may be given in Nigeria.

50. *School of Dental Hygiene.*—The object of this scheme is to establish a paradontal clinic and a school in Lagos, at which eight dental hygienists will be trained in a two-year course and then posted to serve under Government dental officers throughout Nigeria. The Governments of the Regions have agreed to send students to the School for training and reposting to their parent Regions on completion of the course. In association with the clinic a research unit will be established for work on the soft tissues of the mouth. The International Co-operation Administration (an agency of the U.S. Government) has agreed to provide £7,075 for the equipment required for the school, clinic and research unit, which is included in the £23,000 provided for the total capital cost of the project, and may also assist with staff for the research unit : provision of £14,150 has been made in the Capital Budget in the 1956-57 Draft Estimates.

51. *Vaccine Production.*—The Economic Programme provides for expansion of vaccine production at the Laboratory Service Headquarters, Yaba. The present laboratories are staffed and equipped to produce five million doses of yellow fever vaccine per annum ; the aim is to double this figure and to produce sufficient doses to vaccinate the whole population of Nigeria every three to six years. In the case of smallpox vaccine, research is required into the production of a more stable, dried vaccine, suitable for work in "bush" conditions ; this is particularly important as the mortality from smallpox in Nigeria is the highest in Africa. Finally research is required into new methods of producing rabies vaccine. The International Co-operation Administration has agreed to provide the capital cost (£24,500) of equipment required for the three aspects of vaccine production, which sum is included in the £60,000 set aside in the Economic Programme for the total capital cost of the project. Provision has been made in the Capital Budget in the 1956-57 Draft Estimates for the expenditure of £56,000.

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
	£	£	£	£
Mainland Hospital	—	—	—	1,750,000
Maternity Hospital	—	—	—	450,000
Chest Clinic	—	12,000	12,000	12,000
Creek Hospital : Sisters' Quarters	—	—	—	18,000
Three Outpatients' Dispensaries	—	78,000	78,000	78,000
Three Clinics	—	—	—	42,500
School of Medical Laboratory Technology	—	17,500	17,500	17,500
School of Dental Hygiene	—	14,150	14,150	23,000
Vaccine Production	—	56,000	56,000	60,000
Blood Transfusion Service	—	—	—	84,000
Lagos Ambulance Service	—	—	—	36,000
Acquisition of Hospital Site at Apapa	—	—	—	20,000
TOTAL £	—	177,650	177,650	2,591,000

Resultant Additional Recurrent Expenditure .. .. £271,000 per annum.

METEOROLOGY

52. Provision has been made in the 1956-57 Draft Estimates for the following :—

(*i*) £5,000 towards the initial part of an extension to the headquarters buildings to include a workshop for the maintenance and repair of meteorological instruments: the whole extension is estimated to cost £15,000.

(*ii*) Telecommunications Equipment, *viz* :

	£
Facsimile Receiving Equipment	1,750
Teleprinter Equipment	1,400
Replacement of Kano Radio Transmitter	7,500
Total	£10,650

		Revised 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
		£	£	£	£
Extensions to buildings		—	5,000	5,000	15,000
Telecommunications Equipment		2,100	10,650	12,750	24,800
Quarters for senior and junior staff		—	—	—	36,200
TOTAL	£	2,100	15,650	17,750	76,000

Resultant Additional Recurrent Expenditure £5,000 per annum

NATURAL RESOURCES RESEARCH

53. *Agriculture.*—It is intended that expenditure on Agricultural Research should be carried out within the framework laid down in the White Paper on Natural Resources, of which the more important provisions were contained in the following eight paragraphs.

54. "The Faculty of Agriculture and Veterinary Science of the University College, Ibadan, will carry out teaching and research and will deal with problems as they arise, and in accordance with the finance available. The present Federal research service will continue as at present but early consideration should be given to this organisation becoming an Institute and to the possibility of its endowment to ensure that there is sufficient money available to cover expanding recurrent expenditure. A synthesis of University, Federal and Regional resources should be envisaged and there would be no advantage in attempting to define and divide into individual groups the various zones of responsibility in research matters. Each problem will be considered on its merits and will be allocated by the Technical Sub-Committee [of the Council of Natural Resources] into the sphere into which it most conveniently falls."

55. "Work on rice development is of paramount importance and further expansion of rice development is of such urgency that the question of expanding the substation at Badeggi should be considered at the first possible opportunity. For the present the station should be regarded as a Rice Breeding Centre."

56. "Soil surveys should be the concern of Regional Governments while co-ordination of such work, together with fundamental studies of soils and crop nutrition, should be the concern of the Federal Government and the University College, Ibadan."

57. "It is desirable for the University College, Ibadan, to associate itself with the research problems of Nigeria and to undertake basic research. Co-ordination between the University and the Federal Government in all research matters will be achieved by the University College membership on the Council for Natural Resources."

58. "Federal agricultural research has been centred at the Moor Plantation, Ibadan, and as a headquarters the site fulfils the present requirements for agricultural research, provided that expansion by attachment of specialist staff to Regional organisations can take place. Such attachment would mean that the Federal officer concerned would work under the technical direction of the Director of Federal Research. On the question of the Moor Plantation it is understood that the Western Regional Government would be agreeable to either of the following courses :—

(*i*) The expansion of the existing area of the station to allow both the Federal research station and the Western Region agricultural school to exist side by side ; or,

(*ii*) The transfer of the School to another site subject to satisfactory financial arrangements being negotiated by the Federal and Western Regional Governments."

59. "The Federal Research organisation should be divided into five divisions, namely, administration, soils, botany, plant pathology and entomology, but an alteration to this division might be made after consideration by the Technical Sub-Committee."

60. "Locust control is a national responsibility and while the Federal Government will continue to provide for measures on the present scale, ensuring that the necessary funds are immediately available in an emergency, the financing of a major campaign, if one should become necessary, would require discussion between the Federal and Regional Governments. The finance provided by the Central Government should cover subventions to the International Committee for the Control of African Migratory Locusts and the Anti-Locust Research Centre."

61. "The functions of the Agricultural Research Service should include the following :—

(*i*) The office of the Federal Director of Research to be the centre for the collection and dissemination of information on research both within Nigeria and from elsewhere ;

(*ii*) The office of the Director to form part of the Nigerian representation on the Inter-territorial Research Institutes ;

(*iii*) The office of the Director to serve as an avenue of approach for Inter-territorial and International communications on agricultural research. Regional Governments would be at liberty to communicate direct to such organisations and services as they wish ;

(*iv*) The office of the Director to be the administrative centre for *ad hoc* research schemes such as the West African Maize Rust Research Scheme and the Fungicides Research Scheme."

62. Provision has been made in the Draft Estimates 1956-57 for considerable expansion in the establishment of the Federal Department of Agriculture including 6 additional research officers and an appropriate increase in ancillary staff.

63. *Fisheries.*—The Secretary of State intends to send an expert Mission to examine the future of the West African Fisheries Research Institute which is largely supported by Colonial Development and Welfare funds. The Federal Government's policy, as set out in the White Paper, is to undertake both long-term and short-term applied research leaving Regional Fisheries Departments to undertake development and extension work.

64. *Forestry.*—The Council of Natural Resources recommended that :

(*i*) All aspects of forestry research should, as a general rule, be the concern of the Federal Department and the application of such knowledge that of the Regional Departments, although the latter would not be precluded from such research should they wish to embark upon it.

[The Council hoped that Regional Governments will give every facility to the Federal Department to carry out research within their Regions.]

(*ii*) Forest Products Research should also be the concern of the Federal Forestry Department, rather than of the proposed Institute of Applied Technical Research (as recommended by the International Bank Mission at page 234 of its Report) ; a Forest Products Research Laboratory should therefore be set up at Ibadan as soon as possible.

Provision has been included in the Draft Estimates 1956-57 to cover the cost of a visit by an expert in this subject to advise on its establishment and on detailed estimates of cost. Provision for two additional research officers and a consequent increase in junior staff has been included in the 1956-57 Draft Estimates.

65. *Veterinary.*—The policy of the Federal Government as set out in the White Paper is that the Federal Veterinary Department should accept the primary responsibility for research and for the production of biologicals, but noted that the Regional Departments would be free to carry out any similar work for which staff and facilities were available. The Federal Department will carry out both long and short-term research and diagnostic services in close association with the Regions, but to enable it to do so considerable expansion will be required of the existing facilities for vaccine production, diagnostic services and livestock investigation at Vom. Provision for 4 additional research officers and a resultant increase in senior and junior laboratory staff has been included in the 1956-57 Draft Estimates.

	Total Capital Cost 1955-60	*Resultant Additional Recurrent Expenditure per annum*
	£	£
Agriculture	694,000	100,000
Fisheries	137,000	[37,000
Forestry	282,000	67,000
Veterinary	329,000	108,000
TOTAL	£1,442,000	£312,000

PORTS AND INLAND WATERWAYS

PORTS AUTHORITY PROGRAMME

66. It is understood that the Authority expects to incur loan expenditure amounting to £237,000 during 1955-56, chiefly on mechanization of ports and improvements of lighthouses and buoys. Provision for a further loan of £1,287,000 is included in the Capital Budget for 1956-57, with which the Authority hopes to be able to achieve substantial progress with all the projects outlined in paragraphs 142-146 of the Economic Programme.

	Estimated loan requirement 1955-56	*Estimated loan requirement 1956-57*	*Estimated loan requirement 1-4-55-31-3-57*	*Loan provision 1955-60*
	£	£	£	£
Nigerian Ports Authority Programme	237,000	1,287,000	1,524,000	2,638,000

GOVERNMENT PROGRAMME

EXTENSION OF PORT HARCOURT WHARF

67. The existing wharf of a total length of some 1,650 feet is constructed on a dogleg, and although providing berths for four ocean going vessels is now entirely inadequate for the needs of the port : the increase in tonnage handled annually can be seen from the following figures :—

1938-39	97,758 tons
1943-44	100,936 tons
1948-49	207,587 tons
1953-54	499,878 tons

Each of the four berths is served by a transit shed and ancillary dumping area, there being also three 1,000-ton sheds available for storage purposes. While the quay is served by both road and rail, it is not designed for road transport and is generally of an area inadequate to provide the requisite space for marshalling railway wagons, on-and off-loading merchandise expeditiously and storing imports and exports; this in turn leads to a further cause of congestion, namely the time-lag between the off-loading of imports into the transit sheds and their eventual transport to the ultimate destination. This problem, the Railway Corporation hopes in part to meet in the course of the Economic Programme, by the relaying of the line from Port Harcourt to Enugu and by the purchase of further rolling stock. On the other hand some 60 per cent of the imports handled at Port Harcourt are transported to the hinterland by haulage contractors and there is a limit to the tonnage which can be so transported in any given period.

68. The extension to Port Harcourt Wharf at an estimated total cost of £3,250,000 is aimed at solving these problems in the long term; a considerable amount of preliminary work has been undertaken and contract documents are being drawn up for an extension to provide three additional berths, which is the minimum requirement both to meet immediate needs and to obviate the necessity for further, and more expensive, extensions at a later date. On completion it should in fact provide wharfage facilities sufficient to deal with the traffic potential at Port Harcourt in the foreseeable future. Tenders are being called for and it is anticipated that work will commence early in 1956-57, and be completed within three to four years.

69. The Bonny bar restricts the use of Port Harcourt to vessels of a maximum draught of 21 foot 6 inches, nevertheless it is proposed to dredge alongside the new extension to a depth of 26 feet below low water spring tide level as a long term measure. Additional quay space with a 1,550 feet frontage is to be constructed, allowing for three berths, each served by a single span transit shed 350 feet by 150 feet to permit the free use of mechanical handling equipment. Ancillary buildings will include workshops, hazardous goods' stores and a preventive service building. The whole of the quay and the stacking area to the rear of the transit shed will be road and rail served, and a small additional wharf is to be constructed for lighters, etc.

70. One large overhead transporter crane on rails is to be included in the contract, in addition to three five-ton cranes and nine three-ton cranes for the handling of smaller items, but any further mechanical handling equipment will be provided by the Ports Authority from its own resources. Finally the quay will be of a sufficiently large area to permit the marshalling of goods wagons on the site before transferring them to the main line, thus avoiding considerable delay.

	£
Estimated Total Capital Cost 1955-60	3,250,000
Estimate 1956-57	500,000

The Escravos Bar Project

71. Of the maritime entrances to the delta ports, that over the Escravos Bar is the one offering, at the present time, the maximum depth to shipping, and even there it is only possible for vessels with a draught of less than fourteen feet to pass over the bar at high water. Nevertheless the NEDECO Report states that between 350,000 and 400,000 tons of cargo are handled annually by these ports; of the outward-bound cargo between one-third and one-quarter has to be carried by coaster to Lagos for loading into ocean going vessels, as ships can only be part-laden in the delta ports if they are to cross the bar and are normally therefore restricted to a cargo of some 1,200 to 1,400 tons. To cover the additional cost, a surcharge of 13*s*-6*d* a ton is levied on all outward-bound cargoes, amounting in a year to approximately £170,000, a very substantial addition to the cost of produce exported from the Delta area.

72. Although the draught of ships crossing the bar is restricted to fourteen feet, NEDECO considers that very little capital expenditure would be required to maintain a depth of twenty feet in the inland waterways leading to the delta ports; if therefore the Escravos Bar project is implemented and a channel dredged to permit ships drawing 20 feet to have access, they could reach the ports, Sapele, Koko, Warri and Burutu. In this connection, £200,000 is provided under the Government programme for the improvement of the delta ports, and, while no detailed

proposals have been formulated it is nevertheless certain that improvements must be made; on the other hand the precise nature of those improvements can best be determined in relation to the detailed scheme for the Escravos Bar project.

73. In view of the cost of improving one of the bars, consideration was given to the possibility of developing the creek route to Lagos, but it was clear that its development, even at heavy expense, could not satisfy the needs of the Western Delta.

74. The NEDECO Report examines in full the respective merits and drawbacks of the four entrances:

(*a*) *Ramos.*—"The river is now carrying the largest single discharge from the Niger (24 per cent of the whole). This discharge *is increasing* through the development of Nikorogbo Creek and through the growing preference of the Bomadi Creek discharge for the Ramos estuary as opposed to the Dodo estuary. The large quantity of sand being delivered will necessitate heavy and frequent, if not continuous, dredging. The direction of the natural channel is at right angles to the prevailing directions of wind and swell; a deepened channel in this direction without the protection of training works will almost certainly be speedily filled up with sand; moreover this direction is unfavourable to navigation".

(*b*) *Forcados.*—"The main cause of the deterioration that has since occurred is the increased littoral drift south-east of Forcados (*i.e.*, from Ramos), forcing the channel in a westerly direction and at the same time shoaling it". It is quite evident that there is no prospect of the littoral drift decreasing. The reverse is probable. "In the Forcados case the length and direction of the channel between the bar and the coast are such that a south mole would be excessively long and expensive. A north mole would be shorter: but although flow may be concentrated to some extent by such a mole, no protection against the littoral drift and the waves would be offered". Moreover, there are other objections. "The length and height of the bar are unfavourable for the amounts to be dredged. The direction of the channel is not auspicious for the maintenance of a deeper cut across the bar without the protection of training works; navigation is hampered at present because of the heavy rolling of ships passing the bar with the waves on their beam".

(*c*) *Escravos.*—This estuary is not directly influenced by the Niger to an appreciable extent. One effect of this condition is that the silt content, as opposed to sand, of the discharge, is higher than in Ramos and Forcados. "This, combined with the comparatively small littoral drift, may explain the considerable quantities of silt and clay that have been encountered on the bottom of the channel and in the bar". The Marine Department did not possess the right type of dredger for cutting clay at the time when efforts were made to deepen this bar and this explains the Department's failure to improve the channel. The NEDECO Report continues:—

"From a study of consecutive bottom contours between 1939 and 1954, it appears that the littoral drift, though moderate at present, is steadily increasing. On the bar and in the channel, a cross current sets in a north-westerly direction during most of the time, hampering navigation and sometimes rendering it hazardous. Length and height of the bar compare favourably with the other bars of which data are available. The direction of the channel, which is in the direction of the prevailing wind and swell, is good both for the present shipping and for the maintenance of a deeper cut without a protective breakwater. Also the bar is closer to the coast than in the previous cases, so that a possible breakwater would be shorter".

(*d*) *Benin.*—"The absence of a littoral drift, the south-westerly direction of the present channel, the absence of river sand and the relatively short distance between the bar and the coast are favourable for the Benin entrance. The adverse points are the excessive width and height of the bar, the greater distances to Warri and Burutu, and the considerable silt content of the water coming from the rivers and the swamp area south of Okitipupa and Benin. This silt-laden water is the main cause of the deterioration in earlier times of the bar and of large parts of the river. Summarizing, the large quantities to be dredged may be considered prohibitive for an opening of the Benin bar: moreover, most of the bar consists of silt and clay, so that dredging would be not only difficult, but also expensive".

As a result of their investigation, NEDECO advise that "the Escravos entrance is in the best position both for present use and for future developments". The main proposals submitted by NEDECO for the improvement of the Escravos bar may be summarised, in non-technical language, as being the construction at Escravos of a mole south of the estuary to protect the estuary from the littoral drift and also to provide a lee under which a deep channel, permitting a 20 foot draught, can be dredged. NEDECO consider it possible that a shorter north mole may also be required, but the need for this can only be determined by experiment. It is considered that the south mole may need to be built for a distance of up to 4½ miles in an east-west direction, constructed to a height of nine feet above chart datum (Low Water springs): the slope of the sides would be 1 : 1 or 45 degrees. This proposal implies an engineering undertaking of considerable magnitude, but for the greater part of its length the mole will be constructed in shallow water. If built in a straight line, NEDECO estimate that one million tons of stone will be required : if experiment should indicate that a curved mole is required, then up to an additional 100,000 tons will be needed. Again, if experiment should indicate that a short north mole is necessary to supplement the south mole, the requirements of stone will be in the order of 250,000 tons. The construction of the mole, or moles, should be supplemented by the use of a hopper and bucket dredger to cut the deep channel through the difficult clay of the bar.

75. The preceding paragraph indicates that there are a number of factors still to be determined before consideration can be given to the design of the training works. For this reason, NEDECO proposed, with the emphatic support of both the Ports Authority and the Consulting Engineers, that a hydraulic model should be established at Delft in order to determine the character, exact length and correct alignment of the mole. Some six to twelve months will be required to complete experiments on the working model before Government can be in a position to specify precisely its requirements and to call for tenders from contractors.

76. The Nedeco proposals would involve heavy capital expenditure ; on the other hand there are very strong reasons why Government should adopt these proposals :—

(*a*) The prosperity of the Delta Province is closely bound up with the trade of its ports. In a lesser degree this is also true of Benin Province. The Report of the International Bank Mission gives a warning about their future, (page 337) "Post-war tonnage has decreased because of the problems of the Niger entrances, discussed later. Ships cannot load more than 2,000 tons and so substantial tonnage has been shipped to Lagos *via* the creeks. No appreciable increase in tonnage can be expected until the problem of the entrances has been solved".

(*b*) The findings of NEDECO, which were not available to the International Bank Mission, have indicated a practicable solution to the problem of the entrances. They have, in addition made it clear that, unless remedial measures are taken, the Escravos bar will eventually be likely to shoal as the Forcados bar has already done ; and this can only lead to the economic decay and ultimate extinction of the ports of the Western Delta, with far reaching consequences to the inhabitants.

(*c*) The present export and import trade of the Delta ports is uneconomic. It continues partly on account of traditional trading connections, partly on account of the exceptional conditions produced by the war. At present, conditions are such that it is still possible to sell produce even though it may have had to pay an additional charge of 13*s*-6*d* a ton on the coastal journey to Lagos for transhipment, but it would be rash to assume that this state of affairs will continue indefinitely. Secondly, it is manifestly wasteful for ships to leave these ports only partly loaded. NEDECO have calculated that, where 300 ships with a draught of 13′ 6″ are now required to lift existing tonnages, only 100 ships drawing 20′ 0″ and able to accept 4,000 tons of cargo will be required if the Escravos bar is improved. Thirdly, ships can at present only pass the bar just before high water. If the moles are constructed and a protected channel is dredged, ships will be able to pass at any

stage of the tide. The average gain in time for each ship would, according to NEDECO, be half a tidal period, or six hours. This is a very material consideration, for the cost to a shipping company of one of their vessels kept waiting outside Lagos amounts to a figure between £400 and £450 a day. Fourthly, ships cannot cross the bar in adverse swell conditions during rough weather—a situation that can be rectified by moles. In short, these delays to sea-going ships, together with the inability to accept a full cargo, can only discourage sea-borne trade in this area : it is not economically sound.

(*d*) According to the Report of the International Bank Mission (page 37) the tonnage of overseas trade has increased by 50 per cent in Lagos and 80 per cent in Port Harcourt in the five years preceding 1954, when the report was written, thereby seriously straining these ports' resources and leading to costly delays. Moreover, these two ports handle some three-quarters of Nigeria's foreign trade. While the new extensions of the two ports will relieve this congestion, there are very definite physical limits to the possibilities of their further expansion beyond what is now planned, especially in Port Harcourt. If Nigeria's trade continues to grow, Government may well be faced, in spite of the extensions to the two ports, with further shipping and railway congestion.

(*e*) Finally, any major development of the traffic on the Niger and Benue Rivers will depend, in the last resort, on the facilities for transhipment from the river fleets to sea-going ships at the Delta ports. Government cannot expect any increase in shipping capacity so long as the draught is limited to 13′ 6″. At the recent technical conference with the French experts investigating the Upper Benue, held in Lagos, it was learnt that the French authorities are hoping to increase their imports and exports by river from Garoua to 100,000 tons per annum, but this hope can never be realised so long as the means of transhipment in the Delta remain in their present unsatisfactory state : and, of course, this argument is equally applicable to the purely Nigerian traffic generated along the two rivers. Indeed, the future development of the river services is as closely linked to the Escravos Bar as are the Delta ports on which the prosperity of the inhabitants of the Delta and Benin Provinces depend.

77. £25,000 has already been approved for the construction of a hydraulic model at Delft, and a further £10,000 will, it is estimated, be required in 1956-57 for planning. On the basis of the information provided by NEDECO the cost of carrying out these proposals is estimated at a maximum of £6,500,000, but further investigation during 1956-57, together with the results expected from the hydraulic model, will provide a more accurate forecast of the total cost of this project.

	£
Total Estimated Cost	6,500,000
Estimate 1955-56..	25,000
Estimate 1956-57..	10,000

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
	£	£	£	£
I. *Loan Expenditure*				
Loan to Nigerian Ports Authority ..	237,000	1,287,000	1,524,000	2,638,000
II. *Government Expenditure*				
Extension of Port Harcourt Wharf ..	—	500,000	500,000	3,250,000
The Escravos Bar Project	25,000	10,000	35,000	6,500,000
Improvement of Customs Wharf, Lagos ..	3,000	97,000	100,000	100,000
Improvement of Minor Ports	—	100,000	100,000	200,000
Dredging of Sheba Bank	—	14,000	14,000	14,000
Reclamation Vessel (Government Share)..	—	150,000	150,000	150,000
Total, Government Expenditure ..	£ 28,000	871,000	899,000	10,214,000
TOTAL	£ 265,000	2,158,000	2,423,000	12,852,000

POSTS AND TELEGRAPHS

78. A separate Head (604) has been included in the Capital Budget 1956-57 for Posts and Telegraphs on the same lines as Appendix H of the 1955-56 Estimates. Capital expenditure amounting to £2,691,110 has been provided for under that Head in 1956-57, including £128,150 as the margin for increased cost. The breakdown between the three categories, Engineering and Equipment, Buildings and Miscellaneous is shown in the summary below.

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
	£	£	£	£
Engineering and Equipment	480,120	1,340,420	1,820,540	6,720,000
Buildings	200,200	1,002,540	1,202,740	5,470,000
Miscellaneous	8,000	220,000	228,000	700,000
Total .. .. £	688,320	2,562,960	3,251,280	12,890,000
Resultant Additional Recurrent Expenditure				£1,501,000 per annum

PUBLIC WORKS

Highways and Bridges

79. Provision has been made in the Capital Budget 1956-57 for the expenditure of £3,829,000 (exclusive of the element to cover the margin for increased cost) under Head 602, Highways and Bridges. A start is in fact to be made on all the projects contained in the Economic Programme. The details are given in the following paragraphs.

80. *Victoria-Mamfe-Bamenda Road.*—This road is the economic life-line of the Southern Cameroons and future economic development is, to a large extent, dependent on the construction of a good all-season highway. With the exception of 7 miles from Victoria, a bituminous surface has been provided between Victoria and Kumba. It had been proposed to remake the section between Kumba and Mamfe with a gravel surface and a provision of £308,000 was made for this in the Interim Development Plan. However, after representations from the Executive Council of the Southern Cameroons that a gravel surface would be useless as it would be washed away annually by the exceptionally heavy rains of that area, it was agreed that a bituminous carpet should be laid between Kumba and Mamfe and for 20 miles on the Bamenda side of Mamfe at an estimated cost of £848,000.

81. *Uba-Bama Road.*—This road forms an important link in the North-South road communications of the Trust Territory; work is now proceeding to rebuild it to a full all season standard, at a total cost of £400,000. A detailed road survey was carried out in 1955-56.

82. *Maiduguri-Bama Road.*—No decision having been reached by the French authorities as to the route for the international link from Maiduguri to French Chad, it was decided after a careful investigation of the relevant factors, to continue Trunk Road A21 from Maiduguri through Bama to the frontier at Dar-al-Jimail. The technical difficulties of the terrain in this area are considerable and the cost per mile is likely to be high. The line of the road will follow a low ridge which marks a former shore of Lake Chad. There are no road-making materials available locally and the existing silty sands will have to be used to construct the pavement. The problem of the stabilization of these sands has been put to consultants and some revision of the estimate may be required in the light of their advice.

83. *Gombe-Kumo Road.*—The Ture-Numan section of the Gombe-Numan Road is nearing completion and its opening will result in a large increase in traffic. Between Gombe and Ture no major improvements have been made to a road which was originally a tortuous

dry season track. The worst section is from Gombe to Kumo which it is now proposed to rebuild and make passable to heavy traffic by re-alignment, widening and re-surfacing.

84. *Sokoto-Illela Road.*—This road is the international link from the French frontier to the Nigerian road system at Sokoto and to the rail head at Gusau. It replaces the existing dry season track.

85. *Bama-Dar-al-Jimail Road.*—*See* Maiduguri-Bama road above. At present this road is a dry season track and in view of the decision that it should be part of the international link, it should be rebuilt to all-season standards as soon as possible.

86. *Takum-Bissaula-Kamine Road.*—This road constitutes the link between the Northern and Southern Cameroons, joining the latter to the Benue road system.

87. *Jega-Yelwa-Kontagora Road.*—Although classified as all-season, this road is considerably below the required standard and during the rains sections frequently have to be closed to traffic; these sections it is now proposed to reconstruct.

88. *Yola-Bamenda Road.*—This road when completed will form a link between Northern and Southern Cameroons entirely within Trust territory. For the time being it is proposed to concentrate upon the Jada-Sugu and Jimtari-Serti sections, which are of particular importance to the economy of the Northern Cameroons.

89. *Lagos-Apapa-Approach Roads.*—The continuing expansion of Lagos as the Federal Capital of Nigeria and the increasing tonnages passing through the Apapa docks, as a result of the general economic development of the country and the wharf extensions, have made the existing road outlets from Apapa and Lagos quite inadequate. It is proposed to remedy the more serious defects in this road system by undertaking three projects during the course of the Economic Programme, namely:

(*a*) The construction of a new highway, to accommodate four lanes of traffic from north of Carter Bridge, past the new Lagos Railway Terminus, to Ijora Village to connect with the existing Apapa-Ebute Metta Road. This construction will involve the provision of a causeway over the Ebute Metta Creek, a bridge over the Railway Sidings, and a road from the end of the causeway to a junction with the Apapa-Iganmu road.

(*b*) The construction of a new road from a point near Iganmu on the Apapa to Ebute Metta Road, to Mushin, to be known as Western Avenue. This road will give direct access to Apapa for long distance traffic thus eliminating the necessity for passing through the heavily congested areas of Ebute Metta and Yaba.

(*c*) The widening of the existing road from north of Carter Bridge to Ebute Metta to accommodate four lanes of traffic. This project will involve the reconstruction of the present Denton causeway which has subsided, and extension to provide the required road width.

The widening of Clifford Street and the road from Apapa to Iganmu must, perforce, be deferred until after 1960.

90. *Western Avenue : acquisition.*—The cost of compensation for the land on the line of Western Avenue is likely to be of the order of £100,000—an amount too large to be covered by the annual block vote placed at the disposal of the Chief Federal Land Officer for the purchase of land.

91. *Bituminous Surfacing and Widening.*—During 1955-56 teams have been engaged on surveys of federal roads; on the basis of these investigations the bituminous surfacing programme has been initiated, but a considerable acceleration may be expected when the necessary plant arrives in Nigeria and has been distributed to working sites. The aim is to satisfy the more urgent needs for bituminous surfacing and widening of Trunk A roads throughout the Federation.

92. *Strengthening Bridges.*—The first phase of the bridge strengthening programme will be the replacement of 110 bridges on the Trunk Road A1 from Lagos to Kaduna; contract documents for this purpose have already been prepared. Subsequently it is hoped to start the replacement of bridges on the Gusau-Sokoto road for which drawings and specifications are approaching completion.

93. *Carry over from Highways Capital Account*, 1955-56.—It is expected that four of the eight road construction projects now provided for in the Highways Capital Account will be completed by the end of the current year (1955-56). As the Highways Capital Account will be absorbed into the Capital Budget for 1956-57, the projects uncompleted at the end of this financial year will become a charge to development funds and have, therefore, been included in this programme. These projects will be :—

	£
A1—Zaria-Kano Road	67,000
A6—Ijebu Ode-Benin Road	345,000
A7—Calabar-Mamfe Road	25,000
A14—Yola-Wukari (Takum) Road	290,000
Total	£727,000

94. *Kano-Maiduguri Road (continuation).*—The estimated total cost of this road amounts to £1,326,000, of which it is expected that £550,000 will have been spent by the end of 1955-56, leaving a balance of £776,000 for completion. £227,000 of American Aid has been promised for this project, but this amount having already been included in Revenue estimates, the total required for completion remains unaffected.

95. *Road Equipment.*—The International Bank Mission advocates the increased use of mechanical equipment for the construction of new roads and the laying of bituminous surfaces. This policy is accepted and a considerable amount of road plant will be required to carry out that portion of the programme to be completed by direct labour. Hitherto the policy has been to rely on the Regional Public Works Departments to carry out both the maintenance and constructional projects of the Federal Government on an agency basis. This includes the use of Regional plant—subject to hire charges—on Federal roads. The Regional Governments have made it clear that this policy cannot be continued. Their own staff and plant is inadequate and cannot be spared for work on Federal roads. Thus it is necessary for the Federal Government in future to provide its own road plant.

96. *Ferries.*—As a result of the completion of the Gombe-Numan (A17) and Uba-Bama (A4) roads, there will be a substantial increase in traffic wishing to cross the River Benue at Numan and at Yola. It has been decided that power ferries should be installed at both these crossings. This accords with the recommendation of the International Bank Mission Report (page 324) that motor ferries should replace manual ferries except on local routes. Provision is also made for a spare power ferry to be used during the time when one of the existing power ferries (Atimbo, Numan or Yola) is being overhauled.

97. *Consultants Fees and Surveys.*—In view of the magnitude of the Highways and Bridges programme and the complexity of the many problems involved, it will be necessary to seek specialised advice on some of the problems arising and to call in the services of consulting engineers.

98. *Rehabilitation of Trunk Roads A.*—An emergency reserve of £200,000 is essential in order to carry out any major reconstruction of short sections of existing roads which may be washed out during the rains owing to lack of a tarred surface.

	Revised Estimate 1955-56	*Estimate 1956-57*	*Total 1-4-55 to 31-3-57*	*Allocation in the Economic Programme 1955-60*
	£	£	£	£
Victoria-Mamfe-Bamenda Road	70,000	100,000	170,000	848,000
Uba-Bama Road	50,000	100,000	150,000	400,000
Maiduguri-Bama Road	—	300,000	300,000	500,000
Gombe-Kumo Road	—	80,000	80,000	184,000
Sokoto-Illela Road	5,000	50,000	55,000	80,000
Bama-Dar-al-Jimail Road	—	40,000	40,000	84,000
Takum-Bissaula-Kamine Road	10,000	100,000	110,000	480,000
Jega-Yelwa-Kontagora Road	—	157,000	157,000	157,000
Yola-Bamenda Road	—	54,000	54,000	150,000
Lagos-Apapa Approach Roads	200,000	600,000	800,000	1,650,000
Western Avenue : acquisition	—	100,000	100,000	100,000
Bituminous Surfacing and Widening	298,000	395,000	693,000	4,447,000
Strengthening Bridges	90,000	400,000	490,000	2,000,000
Kano-Maiduguri Road : completion*	—	425,000	425,000	776,000
Zaria-Kano Road : completion*	—	67,000	67,000	67,000
Ijebu-Ode-Benin Road : completion*	—	200,000	200,000	345,000
Calabar-Mamfe Road : completion*	—	25,000	25,000	25,000
Yola-Takum Road : completion*	—	100,000	100,000	290,000
Road Equipment	200,000	400,000	600,000	700,000
Ferries	30,000	70,000	100,000	100,000
Consultants Fees and Surveys	15,000	16,000	31,000	50,000
Rehabilitation of Trunk Roads A	—	50,000	50,000	200,000
Total .. .. £	968,000	3,829,000	4,797,000	13,633,000

Resultant Additional Recurrent Expenditure .. .. £325,000 per annum

* Expenditure for 1955-56 is chargeable to the Highways Capital Account and does not form part of the Economic Programme.

OTHER PUBLIC WORKS

99. Details of those projects which have been included in the Capital Budget 1956-57 are as stated in the following four paragraphs.

100. *Lagos Water Supply.*—The first phase of extensions to the Lagos Water Supply consists of the erection of two one-million gallon elevated steel tanks to bring the storage capacity up to 8,000,000 gallons and to maintain pressure at peak periods of consumption, and of various ancillary works. Provision has accordingly been made for the expenditure of £470,000 in the Capital Budget 1956-57 (Head 603 sub-head 13 (1); Head 605 sub-head 14 (3)).

101. *Office Accommodation.*—A number of Federal Departments are at present occupying rented or temporary accommodation in Lagos; it is therefore proposed to erect two new multi-departmental office blocks in Lagos, one at the junction of Racecourse Road and Moloney Street and the other on the present site of Customs Headquarters. Provision has already been included in the 1955-56 Estimates for planning and a start is to be made on both projects in 1956-57; provision of £100,000 and £50,000 respectively has accordingly been included in the 1956-57 Capital Budget.

102. *Public Works Department Requirements: Buildings and Plant.*—The present accommodation occupied by the Lagos Works Organisation is inadequate in size and is in a dangerous state of dilapidation. It is proposed to erect new accommodation at the back of the Departmental Headquarters and £25,000 has been included for this purpose in the 1956-57 Draft Estimates. Further provision has been made for the purchase of mechanical equipment for aerodrome maintenance (£100,000) and of two crosscut saws, two log carriers, a magazine crosscut and 12 Collis trucks with pallets (£25,000) required to relieve bottle-necks in the existing organisation of the Ijora Sawmills.

103. *Works under £25,000 each.*—Under Head 603 sub-head 14 of the Capital Budget 1956-57, £1,205,700 is provided for housing, planning and minor works. Part of this sum will come out of the allocation of £3 million for Works at a cost of less than £25,000 each, but the cost of those quarters to be built for senior staff who will have to be recruited in pursuance of the Economic Programme, will be found from the respective departmental allocations. In this connection it will be seen in the Summary that the figure of £1,205,700 appearing in the columns for "Estimate 1956-57" and "Total 1-4-55 to 31-3-57" has been bracketed between the allocations headed "Staff Quarters" and "Works under £25,000 each", as it is not yet known how many houses for entirely new staff will be constructed in 1956-57.

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
	£	£	£	£
Lagos Water Supply	—	470,000	470,000	1,000,000
Investigation into Lagos Sewerage Scheme	20,000	—	20,000	20,000
Office Block, Moloney Street	250	100,000	100,250	230,000
Office Block, Marina	500	50,000	50,500	150,000
Office Block, Medical Headquarters	—	—	—	60,000
Public Works Department Office Accommodation, Lagos	—	25,000	25,000	25,000
Public Works Department Yard, Lagos	—	—	—	25,000
Public Works Department Stores Port Harcourt: Security Measures	—	—	—	37,000
Constructional Plant and Mechanical Maintenance Equipment	1,000	100,000	101,000	382,000
Ijora Sawmills: Plant and Equipment	—	25,000	25,000	25,000
Staff Quarters	—	} 1,205,700	1,205,700	{ 385,000
Works under £25,000 each	—			3,000,000
TOTAL	£ 21,750	1,975,700	1,997,450	5,339,000
Resultant Additional Recurrent Expenditure	..	..	..	£75,000 per annum

*P.W.D. only.

Summary Public Works

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation the Econo Programm* 1955-6
	£	£	£	£
Highways and Bridges	968,000	3,829,000	4,797,000	13,633,00
Other Public Works	21,750	1,975,700	1,997,450	5,339,0
Total, Public Works	£ 989,750	5,804,700	6,794,450	18,972,0
Resultant Additional Recurrent Expenditure	..	..	..	£400,0 per annu

SURVEY

104. It is intended during the period of the Economic Programme to expand accelerate the activities of the Federal Survey Department in the following directions.

105. *Framework Surveys.*—The completion of the main survey framework of Nige a Federal responsibility; this framework, consisting of first-order triangulation and pr levelling, must be completed as soon as possible since upon it depend, in the last reso other surveys and all topographical mapping. Provision is being made for two survey p to undertake new chains of triangulation in Adamawa and the Cameroons towards th

of 1956. Already a strong field party of levellers is working in the Benue valley to provide accurate heights of river gauging-stations for the NEDECO investigation of the Niger and Benue rivers (*see* Economic Programme, paragraphs 153-54). This levelling forms but a part of a country-wide precise levelling network which is designed to meet present and future mapping and engineering requirements: more than 20,000 route-miles of levelling are necessary to bring this work to finality.

106. *Aerial Photography.*—Between 1946 and 1951, the Royal Air Force photographed about 150,000 square miles of Nigeria and between 1949 and 1955 the Survey Department photographed a further 130,000 square miles. It is planned to complete the remaining 100,000 square miles either with the Survey aircraft or by outside contracts to be placed by the central Directorate of Colonial (Geodetic and Topographical) Surveys: the latter will concentrate on the Cameroons and other areas of mountainous country which are too high to be photographed by the departmental aircraft.

107. The Federal services for field surveys and for office processes of making maps from aerial photographs are in urgent need of expansion, in order to keep pace with the output of aerial photographs which, despite invaluable assistance from the Central Directorate and from the Survey Department of the Northern Region, has outrun the present processing capacity of the Department.

108. The £40,000 appearing under Head 44, sub-head 10 of the 1955-56 Estimates for aerial photography is not included in the Economic Programme; in future, however, expenditure on aerial photography will form part of the Capital Budget, £40,000 out of the total provision of £145,000 being included in the 1956-57 Draft Estimates.

109. *Topographical Surveys.*—Surveys on the ground are necessary both to fix points in relation to the national survey framework and to identify them with corresponding points on photographs. Determination of height is also a necessary part of this operation, hence the close association of levelling with mapping. A large staff of fully-qualified surveyors is a necessary part of the Federal organisation in the field, the aim being to deploy fourteen survey parties for topographical surveys. £5,500 has already been provided for the purchase of equipment in 1955-56 and a further £3,000 appears in the Draft Estimates 1956-57.

110. *Extensions to the Survey Headquarters Building.*—£33,000 is provided for extensions to the Survey Headquarters Office in Lagos to accommodate the whole of the Photogrammetric Branch, with its equipment, in one set of rooms and to end the present unsatisfactory dispersal of this branch in three separate places in the headquarters buildings. The new extensions are planned also to accommodate all the photographic processes of a modern Survey Department and a re-arranged Lithographic Branch on the ground floor.

111. *Survey Training School.*—A field staff of nearly one hundred Survey Assistants will be required by the Federal Department, while a smaller number will be required in the Survey Department of the Cameroons. The existing survey schools at Kano and Oyo will be fully employed in training subordinate staff for Regional Survey Departments, and if topographical work is to be expanded, as proposed above, additional training facilities will be required. The proposal is therefore to construct a Federal Survey School at a capital cost of £26,000, and to provide a course of basic training, followed by advanced courses and refresher courses, though candidates for full professional qualifications will be sent overseas for final training.

112. Provision has been made in the 1956-57 Draft Estimates for increasing the establishment of surveyors from ten (seven on the permanent establishment and three on contract rates) to seventeen, together with appropriate increases in ancillary recurrent expenditure.

	Revised Estimate 1955-56	*Estimate* 1956-57	*Total* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
	£	£	£	£
Framework Surveys	3,500	1,000	4,500	
Aerial Photography	—	40,000	40,000	171,000
Topographical Surveys	5,500	3,000	8,500	
Survey Training School	—	—	—	26,000
Extension to Survey Headquarters Building ..	—	—	—	33,000
Staff Quarters	—	—	—	20,000
Total, Capital Expenditure £	9,000	44,000	53,000	250,000

Resultant Additional Recurrent Expenditure .. .. £30,000 per annum

FINANCIAL SUMMARY (1956-57 PROGRAMME)

I. Capital Expenditure—Loans

Subject	*Estimated Loan Requirement* 1955-56	*Estimated Loan Requirement* 1956-57	*Total Loan Requirement* 1-4-55 *to* 31-3-57	*Allocation in the Economic Programme* 1955-60
	£	£	£	£
Building Society	—	500,000	500,000	500,000
Cameroons Development Corporation	—	1,000,000	1,000,000	1,000,000
Electricity Corporation, Nigeria	—	3,000,000	3,000,000	7,170,000
Industry	—	350,000	350,000	800,000
Lagos Town Planning	270,000	902,000	1,172,000	3,260,000
Nigerian Coal Corporation	—	235,000	235,000	400,000
Nigerian Ports Authority	237,000	1,287,000	1,524,000	2,638,000
Nigerian Railway Corporation	—	—	—	10,020,000
West African Airways Corporation	—	—	—	280,000
Total .. .. .. £	507,000	7,274,000	7,781,000	26,068,000

II. CAPITAL EXPENDITURE ON GOVERNMENT ACCOUNT

Subject	*Revised Estimate 1955-56*	*Estimate 1956-57*	*Total 1-4-55 to 31-3-57*	*Allocation in the Economic Programme 1955-60*
	£	£	£	£
Broadcasting	—	200,000	200,000	400,000
Building Research Institute	—	80,000	80,000	80,000
Central Records Office	2,000	47,000	49,000	51,000
Civil Aviation	33,000	237,000	270,000	1,400,000
Customs and Excise	—	29,000	29,000	135,000
Defence	40,000	726,200	766,200	2,701,000
Education—General	273,000	678,850	951,850	1,766,000
Education—Higher	33,000	383,350	416,350	1,401,000
Geological Survey and Mining	—	42,000	42,000	42,000
Government Press	—	200,000	200,000	350,000
Hotels	—	—	—	40,000
Industry	—	515,000	515,000	515,000
Lagos Town Planning	102,000	485,000	587,000	1,050,000
Medical and Health	—	177,650	177,650	2,591,000
Meteorology	2,100	15,650	17,750	76,000
Natural Resources Research	—	—	—	1,442,000
Police	—	82,000	82,000	1,000,000
Ports and Inland Waterways	28,000	871,000	899,000	10,214,000
Posts and Telegraphs	688,320	2,562,960	3,251,280	12,890,000
Prisons	—	65,500	65,500	500,000
Public Works—Highways and Bridges	968,000	3,829,000	4,797,000	13,633,000
Other Public Works	21,750	2,024,400*	2,046,150	5,339,000
Social Welfare	—	12,000	12,000	52,000
State Bank	—	—	—	350,000
Survey	9,000	44,000	53,000	250,000
Total	£ 2,200,170	13,307,560	15,507,730	58,268,000

* Includes £48,700 under Head 603, Sub-heads 1 (1) and 7 (2) and Head 605, Sub-head 9 (1), which provision is not included in the departmental allocations in the Economic Programme.

CAPITAL EXPENDITURE

	£	£	£	£
I. Loans	507,000	7,274,000	7,781,000	26,068,000
II. Government Account	2,200,170	13,307,560	15,507,730	58,268,000
GRAND TOTALS	£ 2,707,170	20,581,560	23,288,730	84,336,000†

† Excludes £7 million—Margin for increased cost.